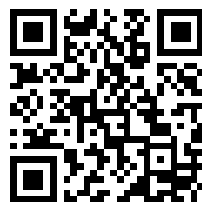


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# INTERNATIONAL POLICE CONFERENCE



PROCEEDINGS OF  
NINETEEN TWENTY-FIVE MEETING



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**PROCEEDINGS**

**OF THE**

**1925 MEETING**

**OF THE**

**INTERNATIONAL  
POLICE CONFERENCE**

**NEW YORK CITY, NEW YORK**

**U. S. A.**

**MAY 12 to MAY 16, 1925**

PUBLICATIONS OF  
INTERNATIONAL POLICE  
CONFERENCE

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EXECUTIVE OFFICES  
240 Centre Street, New York City  
U. S. A.

*See also*

PROCEEDINGS OF THE 1925 MEETING OF THE INTERNATIONAL  
POLICE CONFERENCE WERE BROADCAST BY W N Y C—  
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Formerly Prefect of Police, Lima, Peru

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perintendent of Police, Montreal, Canada  
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Commissioner of Public Safety, Shreveport, La.

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Chief of Police, Louisville, Kentucky

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Dr. Anna W. Hochfelder

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Mrs. John A. Leach  
Mrs. John J. Loughlin  
Mrs. Charles H. McKinney  
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Mrs. Herman A. Metz  
Mrs. P. J. Murray  
Mrs. John W. O'Connor  
Mrs. Seymour Oppenheimer  
Mrs. John Parker  
Mrs. Georgia Saxe

Mrs. R. Waldo

## ADVANCE REGISTRATION OF OFFICIAL DELEGATES, REPRESENTATIVES AND MEMBERS IN MAY 8, 1925

### FROM ABROAD

#### **Argentina:**

Alfredo Horton Fernandez, Inspector General, Chief of the Judicial  
Division of Police of the Capital, Buenos Aires.  
Cesar E. Etcheverry, Commissioner of Identification, Buenos Aires.

#### **Australia:**

James Mitchell, O.B.E., Inspector General of Police, Sydney, New  
South Wales.

#### **Austria:**

Johann Schober, Police President, Vienna.

#### **Belgium:**

Florent E. Louwage, Officer Judiciare Principal, Brussels.

#### **Bermuda:**

J. Howard Sempill, Chief of Police, Hamilton.

#### **Brazil:**

Joao Marques Dos Reis, Chief of Police, Bahia.  
Dr. Carlo Arroxellas Galvao, Assistant Police Commissioner, Rio  
de Janeiro.

#### **Bulgaria:**

Neal Dow Becker, Honorary Consul General.

#### **Canada:**

David Coulter, Chief of Police, Hamilton, Ont.  
P. Belanger, Chief of Police, Montreal.  
J. A. A. Brodeur, Chairman, Executive Committee, Montreal.  
D. D. Lorrain, Chief of Provincial Detectives, Montreal.  
Cortlandt Starnes, Commissioner, Royal Canadian Mounted Police,  
Ottawa.  
Emile Trudel, Chief of Police, Quebec.  
G. H. Rioux, Chief of Provincial Detectives, Quebec.  
S. J. Dickson, Chief Constable, Toronto.  
George S. Guthrie, Inspector Commanding Detective Division, To-  
ronto.  
Walter E. Staneland, Police Commissioner, Victoria, B. C.  
W. E. Gundy, Police Commissioner, Windsor, Ont.  
Daniel Thompson, Chief Constable, Windsor, Ont.

#### **Chile:**

Ernesto Merino S., Secretary of Police Prefecture, Santiago.  
Gustavo Munizaga Varela, Consul General.

#### **China:**

Major Tsung Yu Sze, Police Commission, Canton, China.  
W. C. Chen, Inspector-in-Chief of Police, Hangchow.  
E. D. Wolfe, Captain Superintendent of Police, Hong Kong.  
Shu Tze, Counsellor, Ministry of Interior, Peking.  
Ziang-ling Chang, Consul General.

**Colombia :**

Colonel Angel Maria Serrano, Sub-director National Colombian Police, Bogota.

**Costa Rica :**

Manuel Antonio Bonilla, Consul General.

**Cuba :**

Hon. Alberto Barreras, Senator from Havana.

Miguel Angel Duque De Estrada, Captain of Police, Havana.

**Czecho-Slovakia :**

Dr. K. Neubert, Acting Consul General.

**Ecuador :**

Dr. Carlos A. Bermeo, Chief of Police, Quito.

**England :**

Captain C. E. Gower, President, Chief Constables' Association, England and Wales, and Chief Constable, Newport.

J. H. Watson, Esq., C.B.E., Chief Constable, Bristol.

Sir Robert Peacock, Kt. M.V.O., Chief Constable, Manchester.

Lieut.-Colonel F. Brook, D.S.O., M.C., Chief Constable, Nottingham.

Major C. Valentine Godfrey, Chief Constable, Salford.

**France :**

Louis Lacambre, Director, Police Judiciare, Prefecture de Police, Paris.

**Germany :**

Hermann Emil Kuenzer, Reichskommissar, Reichsministerium des Inneren, Berlin.

Dr. Wilhelm Mosle, Reigerungsdirektor, Prussian Dept. of Interior, Berlin.

Polizeimajor Seyffarth, Prussian Dept. of Interior, Berlin.

Erwin Saal, Captain of Police, Berlin.

Dr. George Pott, Police Counsellor, Bremen.

Dr. Wilhelm Kleibomer, Police President, Breslau.

Dr. Campe, Police President, Hamburg.

Dr. Heinrich Gareis, Police Director, Nurnberg.

**Greece :**

His Excellency Ch. Simopoulos, Minister of Greece.

**Guatemala :**

Teofilo Lima M., Inspector General of Police, Guatemala.

Armando Lopez De Leon, Jefe De La Policia Judicial, Guatemala.

**Honduras :**

Major Napoleon Alcantara, Police Department, Tegucigalpa.

**Hungary:**

Kazmer Vay, Chief of Police Section, Councillor Ministry of Interior, Budapest.

Dr. John Bingert, Captain of Police, Ministry of Interior, Budapest.

George Puskas, Chief Councillor of Hungarian Royal State Police, Budapest.

Dr. Joseph Szalay, District Chief of Police, Szeged.

**Irish Free State:**

General E. O'Duffy, Commissioner of Civic Guard, Dublin.

Patrick Walsh, Assistant Commissioner, Civic Guard, Dublin.

**Italy:**

Prof. Salvatore Ottolenghi, Director, Scientific Police School, Rome.

**Japan:**

Shinzo Uno, Secretary of Police Department, Home Office, Tokyo.

**Jugo-Slavia:**

Vasa Lazarevich, Chief of the Police Department, Ministry of Interior, Belgrade.

**Latvia:**

Arthur B. Lule, Consul General.

**Mexico:**

Colonel Martin F. Barcenas, Inspector General, Federal District, Mexico City.

**Nicaragua:**

Honorable J. A. Jose Tiderino, Charge d'Affaires.

**Norway:**

Anton Eriksen, Chief of Police, Bergen.

**Panama:**

Leonidas Pretelt, First Commanding Chief National Police, Panama.

Guy Johannes, Chief of Police, Balboa Heights.

**Paraguay:**

William Wallace White, Consul General.

**Persia:**

Abdollah Bahrami, Deputy Chief of Police, Teheran.

Lt. Col. Abdollah Seif, Chief of Police, Kazvin.

**Peru:**

Octavio C. Casanave, Formerly Prefect of Police, Minister of Marine, Lima.

**Poland:**

Stefan Chelmicki, Chief Inspector, Polish State Police.

Dr. Sylvester Gruska, Consul General.

**Porto Rico:**

Nathaniel A. Walcott, Police Commissioner, San Juan.

Julian Blanco, Police Commissioner, San Juan.

George W. Lewis, Chief of Police, San Juan.

**Portugal:**

George S. Duarte, Consul General.

**Roumania:**

Serban Drutzu, Vice-Consul General.

**Salvador:**

Manuel Peralta Lagos, Vice-Consul General.

**Scotland:**

Roderick Ross, Chief Constable, Edinburgh.

A. D. Smith, Chief Constable, Glasgow.

**Sweden:**

Gustaf Weidel, Acting Consul General.

**Switzerland:**

His Excellency Marc Peter, Minister of Switzerland.

**Uruguay:**

Dr. Hugo De Peria, Secretary, Legation of Uruguay.

Jose Richling, Consul General.

**Venezuela:**

Captain Diogenes Morales, representing Police of Venezuela.

Pedro Rafael Rincones, Consul General.

## **FROM UNITED STATES OF AMERICA**

**Alabama:**

Bessemer—Rush Randall, Chief.

Birmingham—L. E. McLendon, President City Commission.

**Arkansas:**

Little Rock—B. C. Rotenberry, Chief.

**California:**

Berkeley—Samuel E. May.

Burbank—John H. Long, City Marshal.

Los Angeles—R. L. Heath, Chief.

Napa—A. F. Herritt, Chief.

Pasadena—C. H. Kelley, Chief.

Pomona—A. W. Lyter, Chief.

Sacramento—A. Burcham, Chief.

San Francisco—Board of Police Commissioners.

Tulare—John R. MacDonald, Chief.

Vallejo—W. T. Stanford, Chief.

**Colorado:**

Colorado Springs—H. D. Harper, Chief.

**Connecticut:**

Bridgeport—Patrick J. Flanagan, Superintendent.  
Derby—Daniel T. O'Dell, Chief.  
East Hartford—Frank Roberts, Commissioner.  
East Hartford—William J. McKee, Chief.  
Greenwich—James J. Nedley, Chief.  
Hartford—Garrett J. Farrell, Chief.  
Meriden—James J. Landrigan, Chief.  
Naugatuck—William T. Morris, Chief.  
New Haven—Philip T. Smith, Chief.  
Norwalk—William R. Pennington, Chief.  
Norwich—George Linton, Chief.  
Rockville—J. C. Cameron, Chief.  
Rockville—S. J. Tobin, Captain.  
Stamford—James Heffernan, Chief.  
Stratford—William B. Nichols, Chief.  
Waterbury—William P. Keegan, Chief Inspector.  
Waterbury—George M. Beach, Superintendent.  
Wesport—Walter T. Duffy, Chief.

**Delaware:**

Wilmington—George W. K. Forrest, Mayor.

**District of Columbia:**

Washington—Daniel Sullivan, Major and Superintendent.  
Washington—C. L. Grant, Assistant Superintendent, Detective Division.

**Florida:**

Jacksonville—A. J. Roberts, Chief.  
Lakeland—J. I. Perryman, Chief.  
St. Augustine—R. Andreu, Chief.  
St. Petersburg—Geo. F. Coslick, Chief.  
Tampa—D. B. York, Chief.

**Georgia:**

Atlanta—Walter A. Sims, Mayor.  
Augusta—Harry H. Jones, President, Police Commission.  
Augusta—E. G. Slaton, Secretary, Police Commission.  
Griffin—L. L. Stanley, Chief.  
Savannah—Enoch L. Hendry, Chief.

**Illinois:**

Aurora—Franks Michels, Chief.  
Aurora—A. G. Wirz, Chief of Detectives.  
Chicago—Morgan A. Collins, Superintendent.  
East St. Louis—M. M. Stephens, Mayor.  
Oak Park—L. K. Magrath, Chief.  
Zion—T. R. Becker, Chief.

**Indiana :**

Monticello—Orville A. Rothrock, Chief.  
Ft. Wayne—Wm. Moeller, Chief.

**Iowa :**

Council Bluffs—George E. Gillaspy, Chief.  
Davenport—Louis E. Roddewig, Mayor.  
Davenport—Louis Eckhardt, Chief.  
Des Moines—James Cavender, Chief.  
Sioux City—J. E. Young, Chief.  
Sioux City—Charles E. Wilcox, Commissioner Public Safety.

**Kentucky :**

Ashland—W. B. Gainey, Chief.  
Frankfort—D. D. Smith, Mayor.  
Louisville—Marvin H. Lewis, Commissioner Public Safety.  
Louisville—Forrest Braden, Chief.

**Louisiana :**

Monroe—Richard A. Young, Superintendent.  
New Orleans—Guy R. Molony, Superintendent.  
Shreveport—L. E. Thomas, Mayor.  
Shreveport—R. L. Stringfellow, Commissioner.

**Maine :**

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Lewiston—Arthur H. Field, Chief.

**Maryland :**

Baltimore—Charles D. Gaither, Commissioner.  
Baltimore—George G. Henry, Chief Inspector.  
Baltimore—Charles H. Burns, Chief of Detectives.  
Cumberland—Oscar A. Eyerman, Chief.

**Massachusetts :**

Adams—Edward H. Cassidy, Chief.  
Arlington—Thomas O. D. Urquhart, Chief.  
Attleboro—Terence E. Flanagan, Chief.  
Boston—A. F. Foote, Commissioner of Public Safety.  
Boston—Herbert A. Wilson, Commissioner.  
Boston—Michael H. Crowley, Superintendent.  
Boston—George S. Parker, Captain State Patrol.  
Boston—Deputy Superintendent of Police in Charge of Traffic.  
Brockton—George C. Chase, Marshal.  
Brookline—H. Allen Rutherford, Chief.  
Cambridge—John J. McBride, Chief.  
Cambridge—Patrick J. Hurley, Chief Inspector.  
Chicopee—Frank O'Callahan, Chief.  
Danvers—Timothy J. Connors, Chief.

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Fall River—Martin Feeney, Chief.  
Fitchburg—Thomas J. Godley, Chief.  
Holyoke—William D. Nolan, Marshal.  
Lowell—John J. Donovan, Mayor.  
Lynn—Edward D. Callahan, Deputy Chief of Police.  
Lynn—Joseph M. Flanagan, Chief Inspector.  
Medford—John F. Welch, Chief.  
New Bedford—Edward R. Hathaway, Mayor.  
New Bedford—Edward P. Doherty, Chief.  
Milton—James R. Travers, Chief.  
North Adams—William F. Dinneen, Chief.  
Norwood—William C. Kindelman, Chief.  
Pittsfield—John L. Sullivan, Chief.  
Plymouth—John Armstrong, Chief.  
Quincy—Alfred W. Goodhue, Chief.  
Somerville—Charles A. Kendall, Chief.  
Springfield—Lindley D. Hubbell, Police Commissioner.  
Springfield—Wm. J. Quilty, Chief.  
Wakefield—James J. Pollard, Chief.  
Waltham—James H. McKenna, Chief.  
Ware—B. W. Buckley, Chief.  
Westfield—Thomas F. Daley, Chief.  
West Springfield—Marshall A. Belmer, Chief.  
Weymouth—Arthur H. Pratt, Chief.  
Woburn—Charles R. McCauley, Chief.  
Worcester—Michael J. O'Hara, Mayor.  
Worcester—George H. Hill, Chief.  
Wrentham—Horatio B. Ruggles, Chief.

## **Michigan:**

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Flint—James P. Cole, Chief.  
Hamtramck—C. T. Winegar, Director of Public Safety.  
Hamtramck—William H. Berg, Chief.  
Lansing—Alfred Seymour, Chief.  
Lansing—Harry H. Jackson, Former Commissioner Public Safety.  
Mt. Clemens—Frank J. Kendrick, Commissioner of Public Safety.  
Mt. Clemens—Arthur L. Rosso, Chief.



**Minnesota :**

Stillwater—William E. McNaughton, Chief.  
St. Paul—James M. Clancy, Commissioner of Public Safety.  
St. Paul—Edward Murnane, Chief of Police.

**Mississippi :**

Hattiesburg—J. V. Gresham, Chief.

**Missouri :**

Kansas City—E. L. Winn, Secretary, Board of Police Commissioners.  
Kansas City—William A. Shreeve, Chief.  
St. Louis—Allen C. Orrick, President Board of Police Commissioners.  
St. Louis—Henry Kortjohn, Jr., Treasurer Board of Police Commissioners.  
St. Louis—Arthur J. Freund, Purchasing Member Board of Police Commissioners.  
Webster Groves—Andrew McDonnell, Chief.

**Nebraska :**

Lincoln—F. C. Zehrung, Mayor.  
Lincoln—Peter Johnstone, Chief.  
Omaha—H. W. Dunn, Commissioner Public Safety.  
Omaha—Charles Van Deusen, Chief.

**New Hampshire :**

Dover—Charles C. Crowley, City Marshal.  
Franklin—John Manchester, City Marshal.  
Franklin—W. C. Nestor, Chief of Detectives.  
Hillsboro—Frank D. Paige, Chief.  
Hillsboro—Burt H. Smith, Deputy Chief.  
Keene—William H. Philbrick, Marshal.  
Laconia—Charles A. Harvell, Marshal.  
Manchester—Charles D. Barnard, Commissioner.  
Manchester—Nazire E. Biron, Board of Police Commissioners.  
Manchester—Frank W. Sargent, Board of Police Commissioners.  
Manchester—Richard Van Allen, Board of Police Commissioners.  
Manchester—Michael J. Healy, Chief.  
Nashua—Irving F. Goodwin, Chief.

**New Jersey :**

Asbury Park—Horace L. Byram, Chief.  
Atlantic City—P. J. Doran, Chief.  
Bergenfield—George E. Strong, Commissioner.  
Bergenfield—S. D. Coombs, Chief.  
Bergenfield—Addison M. Everson, Deputy Commissioner.  
Bogota—Charles W. Winters, Chief.  
Bound Brook—William J. Nash, Chief.  
Camden—F. G. Hitchner, Director Public Safety.  
Camden—James Tatem, Chief.

## **New Jersey—Continued**

Carteret—Henry J. Harrington, Chief.  
Dover—Charles Counterman, Chief.  
East Orange—William H. O'Neill, Chief.  
East Rutherford—George McClelland, Chief.  
Elizabeth—M. J. Mulcahy, Chief.  
Englewood—M. J. O'Neill, Chief.  
Garfield—William Burke, Mayor.  
Garfield—John A. Forss, Chief.  
Gloucester—Charles J. VanMeter, Chief.  
Hackensack—Martin O'Shea, Chief.  
Haledon—Charles Becker, Chief.  
Irvington—James Kirkbride, Chief.  
Irvington—Leonard Setaro, Director Public Safety.  
Jersey City—William B. Quinn, Director Public Safety.  
Jersey City—R. T. Battersby, Chief.  
Kearney—Philip Stevenson, Commissioner.  
Kearney—Philip T. Bell, Chief.  
Linden—Geo. S. A. Pickel, Chief.  
Long Branch—William D. Walling, Chief.  
Madison—Fred R. Johnson, Chief.  
Maywood—Joseph W. Hart, Police Commissioner.  
Merchantville—William H. Linderman, Chief.  
Metuchen, L. E. Riddle, Commissioner.  
Metuchen—W. B. Hutchinson, Chief.  
Montclair—Edw. Reilly, Chief.  
Morristown—M. Lidgerwood, Commissioner.  
Morristown—Herbert C. Wildey, Chief.  
Newark—William J. Brennan, Director Public Safety.  
Newark—Michael Long, Chief.  
New Brunswick—John J. Morrison, Mayor.  
New Brunswick—Michael O'Connell, Chief.  
North Bergen—Leonard F. Marcy, Chief.  
Nutley—Wm. Brown, Chief.  
Palisade Park—Robt. Wood, Commissioner.  
Passaic—John H. McGuire, Mayor.  
Passaic—Abram Preiskel, Director Public Safety.  
Passaic, Richard O. Zober, Chief.  
Paterson—Colin M. McLean, Mayor.  
Paterson—John M. Tracey, Chief.  
Perth Amboy—Niels J. Tonnesen, Chief.  
Perth Amboy—Lawrence A. Long, Captain Commanding Detectives.  
Pitman—Benj. W. Roberts, Chief.  
Plainfield—P. S. Kiely, Chief.

## **New Jersey—Continued**

Raritan Township—Albert E. Davis, Chief.  
Red Bank—Harry H. Clayton, Chief.  
Ridgewood—Fred J. Blackshaw, Chief.  
Roselle—Burt M. Avery, Chief.  
Rutherford—Charles H. Schneider, Police Commissioner.  
Rutherford—George E. Burnham, Chief.  
South Amboy—Thomas F. Gleason, Chief.  
South Orange—P. J. Maguire, Chief.  
Tenaflly—George McLoughlin, Chief.  
Trenton—M. O. Kimberling, Deputy Superintendent State Police.  
Trenton—George B. LaBarre, Director Public Safety.  
Union—Charles A. Hopkins, Chief.  
Westfield—Robert C. Taylor, Commissioner..  
Westfield—C. H. Van Doren, Commissioner.  
Westfield—John C. Rosecrans, Chief.  
West Hoboken—Angelo Stanton, Chief.  
West New York—Chas. Hangley.  
West Orange—P. J. McDonough, Chief.  
Wildwood—Oakford M. Cobb, Chief.

## **New Mexico:**

Gallup—J. P. Turner, Marshal.

## **New York:**

Albany—John A. Warner, Superintendent Department State Police.  
Albany—James T. Keith, Commissioner Public Safety.  
Albany—Frank Lasch, Chief.  
Albany—James L. Hyatt, Former Chief.  
Amsterdam—Lewis F. Hartigan, Commissioner of Public Safety.  
Auburn—William C. Bell, Chief.  
Beacon—Theodore Moith, Chief.  
Binghamton—Charles W. Yeomans, Commissioner Public Safety.  
Binghamton—William T. Hunt, Chief.  
Bronxville—Elmer Van Buren, Chief.  
Buffalo—Frank X. Schwab, Mayor.  
Buffalo—Charles Zimmerman, Chief.  
Buffalo—John S. Marnon, Deputy Chief.  
Canandaigua—Thomas P. Kinsella, Chief.  
Cortland—Edgar Grinnell, Chief.  
Dolgeville—W. D. Youker, Chief.  
East Rockaway—George Lutt, Chief.  
Elmira—Willis Daggett, Commissioner.  
Elmira—Elvin D. Weaver, Chief.  
Endicott—Daniel Frutiger, Chief.  
Freeport—John N. Hartmann, Chief.  
Harrison—Andrew Munro, Chief.  
Harrison—Charles Connor, Captain Commanding Detectives.

## **New York—Continued**

**Herkimer**—Arthur T. Clark, Commissioner.  
**Herkimer**—Morris J. Keller, Chief.  
**Hudson**—Thos. L. Connors, Chief.  
**Jamestown**—Frank A. Johnson, Chief.  
**Little Falls**—James J. Long, Chief.  
**Mohawk**—Walter I. Bronner, Chief.  
**Monticello**—John J. Shea, Chief.  
**Monticello**—A. M. Conroy, ex-Chief.  
**Mt. Vernon**—Charles W. Wynn, Commissioner Public Safety.  
**Mt. Vernon**—George G. Atwell, Chief.  
**Newburgh**—William T. McCann, City Manager.  
**Newburgh**—Fred G. Brown, Chief.  
**New Rochelle**—Harry Scott, Mayor.  
**New Rochelle**—Joseph Magnus, Police Commissioner.  
**New Rochelle**—Arthur Titus, Police Commissioner.  
**New Rochelle**—Frank Cody, Chief.  
**New Rochelle**—John J. McGowan, Chief of Detectives.  
**North Tonawanda**—F. X. Kinzly, Chief.  
**New York City**—Richard E. Enright, Police Commissioner.  
**New York City**—Douglas I. McKay, Special Deputy Commissioner.  
**Nyack**—William F. Campbell, Commissioner.  
**Ossining**—Frank B. Minnerly, Chief.  
**Oswego**—Thomas Mowatt, Chief.  
**Port Chester**—James Donovan, Chief.  
**Poughkeepsie**—George G. Salberg, Commissioner.  
**Poughkeepsie**—W. J. Sheedy, Chief.  
**Saugerties**—A. W. Richter, Chief.  
**Schenectady**—William W. Campbell, Mayor.  
**Schenectady**—William H. Funston, Chief.  
**Syracuse**—James B. Spencer, Commissioner Public Safety.  
**Syracuse**—Martin L. Cadin, Chief.  
**Troy**—Frank H. Miter, Commissioner Public Safety.  
**Troy**—John C. Rohn, Chief.  
**Utica**—William A. Douglas, Commissioner Public Safety.  
**Utica**—T. D. McCarthy, Chief.  
**Watervliet**—John F. McGrath, Chief.  
**Watervliet**—Frederick M. Broderick, Captain.  
**White Plains**—Thomas V. Underhill, Commissioner Public Safety.  
**White Plains**—John J. Joyce, Chief.  
**Yonkers**—Ulrich Wiesendanger, Mayor.  
**Yonkers**—Dennis A. Cooper, Captain Detectives.

**North Carolina :**

Belmont—R. H. Minges, Chief.  
Durham—Walter F. Doby, Chief.  
Greensboro—G. P. Crutchfield, Chief.  
Hickory—E. W. Lentz, Chief.  
Raleigh—J. Winder Bryan, Chief.  
Wilmington—J. S. Lane, Chief.  
Winston-Salem—J. A. Thomas, Chief.

**North Dakota :**

Fargo—Louis Dahlgren, Chief.

**Ohio :**

Akron—L. D. Carter, Director of Public Safety.  
Akron—Harry Welch, Chief of Detectives.  
Akron—M. McConnell, Captain Commanding Detectives.  
Bellefontaine—John F. Lamborne, Chief.  
Canton—S. A. Lengel, Chief.  
Canton—James Roberts, Safety Director.  
Cincinnati—William Copelan, Chief.  
Cleveland—Jacob Graul, Chief.  
Columbus—John P. McCune, Director Public Safety.  
Columbus—Harry E. French, Chief.  
Dayton—S. E. Yendes, Chief Inspector.  
Hamilton—Frank W. Clements, Chief.  
Lima—T. A. Lanker, Chief.  
Norwalk—F. R. Remington, Chief.  
St. Bernard, Chas. J. Lohmann, Chief.  
Toledo—H. Jennings, Chief.  
Toledo—Secretary.  
Uhrichsville—K. D. Hiller, Chief.  
Youngstown—K. H. Powell, Chief.

**Oklahoma :**

Oklahoma City—Ray Frazier, Chief.

**Oregon :**

Portland—L. V. Jenkins, Chief.

**Pennsylvania :**

Allentown—N. H. Bernard, Chief.  
Altoona—J. N. Tillard, Chief.  
Bethlehem—James M. Yeakle, Mayor.  
Bethlehem—William H. Halteman, Superintendent.  
Bradford—C. H. Deninger, Mayor.  
Bradford—E. M. Travis, Chief.  
Bristol—John J. McGuckin, Chief.  
Butler—R. J. Edens, Chief.  
Coatesville—Ralph McNeil, Chief.

## **Pennsylvania—Continued**

Easton—W. W. Heiberger, Mayor.  
Freedom—L. H. White, Chief.  
Freedom—Lew H. White.  
Freedom—James Morgan.  
Glassport—S. J. Pater, Chief.  
Harrisburg—George A. Hoverter, Mayor.  
Harrisburg—Lynn G. Adams, Superintendent State Police.  
Harrisburg—Joseph P. Thompson, Chief.  
Indiana—George L. O'Connell, Chief.  
Kane—Milton R. Tipton, Chief.  
Hazelton—George W. Brownson, Chief.  
Kingston—L. S. Reese, Chief.  
Lancaster—Frank C. Musser, Mayor.  
Lancaster—Harry I. Boyd, Police Commissioner.  
Lancaster—Guy H. Eckman, Chief.  
New Kensington—Dan J. Zeloye, Chief.  
Philadelphia—Brig. Gen. Smedley D. Butler, Director Public Safety.  
Philadelphia—William B. Mills, Superintendent.  
Pittsburgh—Edward J. Brophy, Superintendent.  
Pittsburgh—Joseph H. Dye, Assistant Superintendent.  
Reading—H. H. Stroble, Chief.  
Scranton—John F. Durkan, Mayor.  
Scranton—W. J. Vanston, Director Public Safety.  
Scranton—Michael J. McHugh, Superintendent.  
Scranton—M. Reilly, Captain Commanding Detectives.  
Throop—Fred C. Fabretti, Chief.  
Wilkes-Barre—Michael Brown, Chief.  
York—E. S. Hugentugler, Mayor.  
York—John F. Buttorff, Chief.

## **Rhode Island:**

Newport—Patrick L. Sweeney, Chief.  
Providence—William F. O'Neil, Superintendent.  
Warwick—George J. Holden, Police Commissioner.  
West Warwick—Thomas E. Harrop, Chief.

## **South Carolina:**

Florence—E. R. McIver, Chief.

## **Tennessee:**

Chattanooga—E. D. Herron, Commissioner.  
Chattanooga—W. H. Hackett, Chief of Detectives.  
Knoxville—E. M. Haynes, Chief.  
Memphis—Thomas H. Allen, Commissioner.  
Memphis—W. T. Griffin, Inspector Commanding Detective Division.

**Texas:**

Beaumont—Carl E. Kennedy, Chief.  
Ft. Worth—Jno. Alderman, Police Commissioner.  
Dallas—Louis S. Turley, Commissioner.  
Galveston—Hy. Wisrodt, Chief.  
San Antonio—John W. Tobin, Mayor.  
Wichita Falls—J. T. Young, Police Commissioner.  
Wichita Falls—George H. Hodgins, Chief.

**Vermont:**

Rutland, E. H. Lawson, Chief.

**Virginia:**

Clifton Forge—M. H. Kindervater, Chief.  
Newport News—A. A. McPherson, Chief.  
Norfolk—S. Heth Tyler, Mayor.  
Norfolk—Charles B. Borland, Director Public Safety.  
Norfolk—S. W. Ironmonger, Chief.  
Petersburg—William A. Smith, Director Public Safety.  
Richmond—James R. Sheppard, Director Public Safety.  
Richmond—Robert B. Jordan, Chief.  
Winchester—M. A. Doran, Chief.  
Wheeling—Fred H. Frazier, Chief.

**Virgin Islands:**

Michael J. Nolan, Director of Police, St. Thomas.

**Washington:**

Olympia—C. H. Hansen, Chief.

**West Virginia:**

Bluefield—N. D. Dillow, Chief.  
Charleston—R. E. O'Connor, Superintendent State Police.  
Wheeling—Fred. H. Frazier, Chief.

**Wisconsin:**

Appleton—George T. Prim, Chief.  
Edgerton—B. J. Springer, Chief.  
Janesville—Charles Newman, Chief.  
Kaukauna—R. H. McCarty, Chief.  
La Crosse—J. B. Webber, Chief.  
Milwaukee—J. B. Laubenheimer, Chief.  
Marinette—Frank M. Dalton, Chief.  
Wauwautosa—George W. Baltes, Chief.  
Wisconsin Rapids—Roland S. Payne, Chief.

**Wyoming:**

Cheyenne—Enos Laughlin, Chief.

# PROGRAM

## Tuesday, May 12th

- 7.30 A. M.** Registration in West Foyer, Astor Gallery, The Waldorf-Astoria.
- 9.00 A. M.** Assembly of Delegates and Members in Astor Gallery.
- 9.30 A. M.** Leave Waldorf-Astoria and proceed by motor to Chamber of Commerce of the State of New York, No. 65 Liberty Street.
- 10.00 A. M.** Assembly in the Great Hall of the Chamber of Commerce. Organization Meeting.
- a. The Star Spangled Banner.
  - b. Address of Welcome by Mr. Frederick H. Ecker, President of the Chamber of Commerce of the State of New York.
  - c. Call to order by the President of the International Police Conference.
  - d. Invocation by the Very Reverend Monsignor John P. Chidwick, delegated by His Eminence Patrick Cardinal Hayes of the Diocese of New York.
  - e. Call of Roll of Members.
  - f. Appointment of Sergeant-at-Arms.
  - g. Appointment of Committees.
  - h. Address and report of the President.
  - i. Report of the Secretary.
  - j. Report of the Treasurer.
  - k. Reading of communications.
  - l. Special order of business.
- 12.30 P. M.** Luncheon tendered by the Chamber of Commerce of the State of New York.
- 1.45 P. M.** Afternoon Session—Great Hall, Chamber of Commerce. Topic—"Police Organization and Administration."
- a. "Organization of the Provincial Police of England and their Liaison with the Metropolitan and Government Department," by Captain C. E. Gower, President of the Chief Constables' Association of England and Wales.



**Tuesday, May 12th**—Continuation of the Topic, "Police Organization and Administration."

**b. Special papers and remarks of**

Sir Robert Peacock of England.  
General O'Duffy of Irish Free State.  
President Schober of Austria.  
Inspector General Mitchell of Australia.  
Chief of Police Dos Reis of Brazil.  
Secretary Merino of Chile.  
Superintendent Wolfe of China.  
Major Sze of China.  
Inspector General Chen of China.  
Director Serrano of Colombia.  
Director Lacambre of France.  
Commissioner Kuenzer of Germany.  
President Campe of Germany.  
Inspector General Lima of Guatemala.  
Major Alcantara of Honduras.  
Chief of Police Lazarevich of Jugo-Slavia.  
Inspector General Barcenas of Mexico.  
Chief of Police Bahrami of Persia.  
Minister Casanave of Peru.  
Chief Inspector Chelmicki of Poland.  
Chief Constable Ross of Scotland.  
Captain Morales of Venezuela.

**c. General discussion.**

Special order of business.

**5.30. P. M.** Leave Chamber of Commerce and proceed by motor to The Waldorf-Astoria.

**RECESS.**

**8.00 P. M.** Evening Session—Grand Ball Room, The Waldorf-Astoria.  
Topic—"Criminal Identification."

- a. "Distant Identification," by Dr. Carlos Arroxellas Galvao, Assistant Police Commissioner, Rio de Janeiro.
- b. "Practical Application of the Jorgensen System," by Dr. John Bingert, Captain of Police, Budapest Department.
- c. General discussion.

**(SUSPENSION OF REGULAR ORDER.)**

"The Response of the Police of Japan to the Emergency of the Earthquake," by Hon. Shinzo Uno, Secretary of Police Department, Home Office, Tokyo. Fully illustrated by moving pictures specially exhibited with express approval of the Japanese Government.

- a. General discussion.

Special order of business.

**Wednesday, May 13th:**

- 9.00 A. M. Morning Session—Astor Gallery, The Waldorf-Astoria.  
Resumption of Topic—"Criminal Identification."  
d. "Unification and Conciliation of the Different Fingerprint Methods," by Inspector General Alfredo Horton Fernandez and Cesar E. Etcheverry, Commissioner of Identification, Argentina.  
e. Remarks of  
Chief of Police Sempill of Bermuda.  
Director Weiss of Germany.  
f. General discussion.  
Special order of business.
- 11.15 A. M. "The Telephotograph as an Aid to the Police," by General J. J. Carty, Vice-President of the American Telephone and Telegraph Company, followed by Transmission Demonstrations.  
a. General discussion.  
Special order of business.
- 12.30 P. M. Luncheon tendered by Fifth Avenue Association, Grand Ball Room, Waldorf-Astoria. Mr. Gage E. Tarbell, Chairman of Members' Luncheon Committee of Fifth Avenue Association, Presiding.
- 2.00 P. M. Afternoon Session—Astor Gallery, The Waldorf-Astoria.  
Topic—"Traffic."  
a. "The Desirability of Establishing the Fundamentals of Police Viewpoint in Regard to Traffic Regulation," by Deputy Chief Inspector William A. Coleman, of The Police Department of the City of New York.  
b. Remarks of  
Chief of Police Jennings of Toledo.  
Chief of Police Goodhue of Quincy.  
Chief of Police Goodwin of Nashua.  
Chief of Police Lanker of Lima.  
Superintendent of Police Rutledge of Detroit.  
Chief of Police Sheedy of Poughkeepsie.  
c. General discussion.  
d. "A New Plan for Traffic Laws," by H. W. Slau-son, M. E.  
e. Remarks of  
Superintendent Belanger of Canada.  
Captain Duque De Estrada of Cuba.  
Chief Constable Godfrey of England.  
Chief Constable Smith of Scotland.  
Chief of Police Braden of Louisville.  
Superintendent of Police Collins of Chicago.  
f. General discussion.  
Special order of business.

**Wednesday, May 13th—Continued:**

Topic—"National Police Bureau."

a. Remarks of

Chief Constable Dickson of Canada.  
Commissioner Starnes of Canada.  
Senator Barreras of Cuba.  
Director Mosle of Germany.  
General O'Duffy of Irish Free State.  
Honorary President Casanave of Peru.  
Superintendent Mills of Philadelphia.  
Commissioner Orrick of St. Louis.  
Chief of Police Tracey of Paterson.

b. General discussion.

Special order of business.

Topic—"Firearms Legislation."

a. Remarks of

Chief Constable Thompson of Canada.  
Counsellor Shu Tze of China.  
Captain Saal of Germany.  
Major Alcantara of Honduras.  
Lieut.-Col. Seif of Persia.  
Chief Murnane of St. Paul.

b. General discussion.

Special order of business.

RECESS.

8.00 P. M. Evening Session—Grand Ball Room, The Waldorf-Astoria.

Topic—"Facilities for General and Specialized Police Training and Research."

- 1- p234
- a. "The Scientific Police School at Rome," by Professor Salvatore Ottolenghi, Director of the School.
  - b. "The United Police Schools of Hungary," by Councillor Kazmer Vay, Department of Interior, Budapest.
  - c. "Progress of Detectives' Training Schools," by Officier Judiciaire Principal Florent E. Louwage of Brussels.
  - d. "The Police Academy," by Police Commissioner Richard E. Enright of New York City.
  - e. Remarks of
    - Chief Constable Sir Robert Peacock, M.V.O., of England.
    - Chief Inspector Henry of Baltimore.
  - f. General discussion.
- Special order of business.

**Thursday, May 14th:**

**9.00 A. M. Morning Session—Astor Gallery, The Waldorf-Astoria.**

a. Appointment of Nominating Committee.

**Topic—"Narcotics."**

a. "The Narcotic Problem," by Dr. H. S. Cummings,  
Surgeon General United States Public Health  
Service

b. "Canadian Experience with the Narcotic Problem,"  
by Hon. F. W. Cowan, Chief of Narcotic Branch,  
Department of Health, Canada.

c. "Control of World's Opium Supply and Demand,"  
by Dr. Carleton Simon, Special Deputy Police  
Commissioner, New York City.

d. Remarks of

Chief Constable Coulter of Canada.

Chief of Police Trudel of Canada.

Police Director Gareis of Germany.

Polizeimajor Seyffarth of Germany.

Chief of Police De Leon of Guatemala.

Chief of Police Szalay of Hungary.

Major Tsung Yu Sze of China.

Superintendent Crowley of Boston.

Chief of Police Kelley of Pasadena.

e. General discussion.

Special order of business.

**Topic—"Extradition."**

a. "The Extradition of Criminals Arrested in Foreign  
Countries," by Assistant Commissioner Patrick  
Walsh, Civic Guard, Dublin, Irish Free State.

b. Remarks of

Chief of Detectives Rioux of Canada.

Inspector Guthrie of Canada.

c. General discussion.

Special order of business.

**12.30 P. M. Luncheon, Grand Ball Room, The Waldorf-Astoria.**

**2.00 P. M. Afternoon Session—Astor Gallery, The Waldorf-Astoria.**

**Topic—"Individual Credentials."**

a. "Usefulness of Universal and Personal Identification," by Inspector General Alfredo Horton Fernandez and Cesar E. Etcheverry, Commissioner of Identification, Argentina.

**Thursday, May 14th—Continued:**

**b. Remarks of**

**Commissioner Brodeur of Canada.**

**Commissioner Staneland of Canada.**

**Police President Dr. Campe of Germany.**

**Commissioner Walcott of Porto Rico.**

**c. General discussion.**

Special order of business.

Topic—"Alien Registration."

a. Address by Hon. James J. Davis, Secretary of Labor of the United States.

**b. Remarks of**

**Commissioner Gundy of Canada.**

**Chief of Provincial Detectives Lorrain of Canada.**

**Police Counsellor Dr. Pott of Germany.**

**Chief Councillor Puskas of Hungary.**

**Major and Superintendent Sullivan of Washington, D. C.**

**c. General discussion.**

Special order of business.

RECESS.

**7.00 P. M.** Dinner tendered by the Police Department of the City of New York to the Foreign Delegates, Guests and Members of the International Police Conference, Grand Ball Room, The Waldorf-Astoria.

**Friday, May 15th:**

**9.00 A. M.** Morning Session—Astor Gallery, The Waldorf-Astoria.

a. Reports of Committees.

**b. Discussion.**

c. Disposition of reports.

Special order of business.

**12.30 P. M.** Luncheon tendered by the Merchants' Association of the City of New York, Mr. Lucius R. Eastman, President of the Association, presiding. Grand Ball Room, The Waldorf-Astoria.

**2.00 P. M.** Afternoon Session—Astor Gallery, The Waldorf-Astoria.

a. Report of the Prize Committee.

b. Award of Prizes.

c. Report of Nominating Committee.

d. Election of Officers.

e. Installation of Officers.

f. Selection of time and place to hold next Convention.

g. Announcement of evening's activities.

Special order of business.

**Saturday May 16th :**

- 10.00 A. M.    Assembly in Astor Gallery, The-Waldorf-Astoria.
- 10.15 A. M.    Leave the Waldorf-Astoria and proceeed by motor to City Hall.    Call on the Mayor of the City of New York, Hon. John F. Hylan.
- 11.30 A. M.    Leave City Hall and proceed by motor to Reviewing Stand at Worth Monument, Fifth Avenue at 25th Street.
- 12.00 NOON.    Review Annual Parade of the Police Department of the City of New York.
- 6.00 P. M.    Assembly of Foreign Delegates, Guests and Members in Astor Gallery, The Waldorf-Astoria.
- 6.15 P. M.    Leave the Waldorf-Astoria and proceed by motor to Pier No. 54, Cunard Line, foot of West 14th Street, North River.
- 7.00 P. M.    Dinner tendered to Foreign Delegates, Guests and Members of the International Police Conference aboard R. M. S. *Aquitania*, as Guests of the Cunard Steamship Company, Ltd.
- 10.30 P. M.    Auld Lang Syne.

The Convention Headquarters are at the Hotel Waldorf-Astoria, Thirty-fourth Street and Fifth Avenue, New York City.

**Delegates and Members are urged to register immediately upon arrival.** Registration booths are located in the West Foyer of the Astor Gallery.

**OFFICES ARE LOCATED ON THE CONVENTION FLOOR AS FOLLOWS:**

**COMMITTEES**

Auditing	-	-	-	-	-	-	Room 110
Awards	-	-	-	-	-	-	" 112
Credentials	-	-	-	-	-	-	" 142
Fingerprints and Identification	-	-	-	-	-	-	" 142
Narcotics	-	-	-	-	-	-	" 142
Publicity	-	-	-	-	-	-	" 115
Resolutions	-	-	-	-	-	-	" 110
Traffic	-	-	-	-	-	-	" 110
Ways and Means	-	-	-	-	-	-	" 110
Women's Committee	-	-	-	-	-	-	Waldorf Apartments

**OPERATIONS COMMITTEE**

Chairman	-	-	-	-	-	-	Room 107
Entertainment	-	-	-	-	-	-	" 116
Exhibits	-	-	-	-	-	-	" 117
Housing	-	-	-	-	-	-	" 120
Medical Unit	-	-	-	-	-	-	" 114
Radio	-	-	-	-	-	-	" 116
Registration and Railroad Certificates	-	-	-	-	-	-	West Foyer, Astor Gallery
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Telephotograph	-	-	-	-	-	-	" 100
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**It is particularly requested that badges as issued be worn at all times during attendance at the Convention sessions, and on the other official occasions listed in this program.**

Changes, if any, in the Program will be announced by the Presiding Officer.

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**TUESDAY, MAY 12, 1925**

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**FIRST SESSION — MORNING**

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The First Session of the Third International Police Conference convened at ten-thirty o'clock, in the Great Hall of the Chamber of Commerce of the State of New York, at New York City, on Tuesday, May 12, 1925, President Richard E. Enright presiding.

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**PRESIDENT ENRIGHT:** Gentlemen, we are about to open the Third International Police Conference. I will ask the Band of the Police Department to favor us with the National Anthem.

["The Star Spangled Banner," by the Band.]

**PRESIDENT ENRIGHT:** President Ecker, Very Reverend Monsignor, Gentlemen of the Conference: We have been honored upon each occasion at the opening sessions of the International Police Conference by the privilege granted to us by this great organization, the Chamber of Commerce of the State of New York, to hold our first meetings in this, the Great Hall of that world-famous organization.

The Chamber of Commerce of this City, as well as many other great civic organizations within the borders of New York City, are tremendously interested in this Conference, all that it stands for, and all that it hopes to accomplish. We are highly honored by the presence here of the distinguished President of the Chamber of Commerce, who will be pleased to extend to you a word of welcome. I have the honor to introduce to you Mr. Frederick H. Ecker, President of the Chamber of Commerce of the State of New York. (Applause.)

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**MR. FREDERICK H. ECKER:** Mr. Commissioner, Monsignor, and Gentlemen: It is my privilege to bring to you this morning a greeting from the members and a cordial welcome to the home of the Chamber of Commerce of the State of New York.

Since you honor us in being our guests this morning, perhaps you will be interested in knowing that this Chamber of Commerce is the oldest business organization in America. It received its charter originally from King George III. in 1768, and subsequently when the Union of States was formed, it was incorporated under the laws of the State of New York.

Its purpose is to foster and encourage trade and commerce and to promote the enactment of laws favorable to business, but



in all of these years from Colonial times down to the present this organization has been earnestly interested and influential in all movements affecting the development and the life of the Nation and of the citizens of the Nation, and particularly concerned in those matters that affect the weal of the City of New York. So that both as a business organization and as a civic body, we extend to you this morning a cordial welcome to our Hall.

Doubtless you could find a more attractive place for your convention than the City of New York. We hope, however, that there are some advantages to come from holding your Congress here. Your problems are doubtless like unto ours. Perhaps some of them are more emphasized here. For instance, we have a serious problem to deal with with reference to the congestion on our streets. That is a sort of by-product, I suppose, of the Police Organization, a development of later years, but in New York City, if it were not for the efficient regulation of traffic by our Police Department, our streets would be hopelessly congested, our traffic would be hopelessly entangled.

New York City is perhaps peculiar in that it has a greater cosmopolitan population than any city in the world. Notwithstanding our conditions here, we have less police per capita than in London, Paris and other important cities of the world.

We have one other condition here that perhaps you do not suffer from at home, those of you that come from other cities of our country and those that come from cities of other Nations. In New York, where we have that freedom of speech and freedom of writing, the Police Department is often subjected to unwarranted criticism. The most charitable and generous view to take of that criticism is that it is founded or based upon good intentions. We want our Police Department to be the finest in the world, and if in any particular it falls short of our expectations, we are apt to utter a word of criticism in the vain hope that we have something to do with improvement. But I want to say to you this morning that among the informed and thoughtful citizenry of the City of New York, our Police Department is held in the very highest esteem. (Applause.) And the entire organization, rank and file, including that very able Commissioner that presides over the Department in this City, enjoys the confidence of our people. (Applause.)

We are hopeful that this Congress will be resultful in advantage to all of the delegates that attend it. It isn't my business to say so, but I believe the Commissioner would endorse a statement by me that it is his hope and expectation that it will result advantageously to the organization of the Department here, that it may lead to real coöperation, which, in these days, is becoming of increasing importance.

We have the notion, some of us, perhaps you will agree, that prevention is better than cure, that it is more important to prevent crime than to detect and punish it, and more valuable to preserve order than to quell disorder.

This organization, the Chamber of Commerce, feels very happy that you have accepted our hospitality for today. We are interested as a civic body in the success of this Congress. We feel that its value goes far beyond the discussion of just those subjects that you are here to consider and to study, that you are coming to us from all parts of this country, will make you better acquainted with New York, and we regard that as desirable, that those of you that come from foreign shores and foreign countries may know us better and may result in a better understanding on the broad plane of national relationships, and in these particulars we welcome you, and we express to you the hope that success from every standpoint will attend this Congress, this greatest Congress that has ever been assembled on matters that you are about to discuss, and we welcome you most cordially. (Applause.)

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**PRESIDENT ENRIGHT:** We are very grateful to the President of the Chamber of Commerce and to his great organization for the warm words of welcome and encouragement which he has extended to us this morning. We will try and so serve that we may live up to what he has said, this country and every other country expects of us.

His Eminence, the Cardinal Archbishop of New York, being necessarily absent from the city in a distant part of the United States, was unable to attend the opening of our Conference today, as has been his custom on other occasions. However, he has been gracious enough to send here one of the most distinguished prelates of the church, and I have the pleasure of asking Very Reverend Monsignor John P. Chidwick to evoke the divine blessing.

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**VERY REVEREND MONSIGNOR JOHN P. CHIDWICK:** Almighty and Eternal God, who hast made order the first rule of heaven and Who dost manifest Thy wisdom in the harmony of the universe that peace might prevail throughout Thy work, grant to those who are here assembled this morning from all the nations on the face of the earth for the better order, peace and happiness of their communities, the inspirations of Thy divine wisdom and the guidance of Thy counsel that Thy earnestness in the care of Thy children might be reflected from their deliberations.

Grant, we beseech Thee, that they might be impressed with the sacredness of the trust which is in their keeping, the lives, the homes, the interests, the hopes, the happiness, to a great extent, of the communities in which they live, and government will decree and statesmen legislate in vain if the law's execution be hindered or frustrated and good intended prevented from reaching to the benefit of the people if crime can be immune from punishment and vice can eat like a worm into the heart of the well-being and happiness of our people.

Give to them the intelligence that will enable them to detect the ingenuity of perverted genius and wisdom to formulate those measures that will be practical and efficient. Give to them strength of purpose that will set aside courageously everything

that might divert from truth and honesty, straight dealing and true expression.

Grant that they may coöperate faithfully with their thought and their experience and the laws of Thy truth and justice by which communities should live and by which alone they can thrive, might be made efficient in their practical, courageous and efficient manner in which these men shall execute the high office reposed in their keeping.

We ask, O Lord, also to bless the spirit that has brought these men together, the spirit of national coöperation. Bless the spirit that by mutual understanding and knowledge of one another, peace might prevail more universally over the face of the earth; national crimes may be done away with, and justice and law and order, for which these men stand, might prevail among the nations of the world.

May this be a strand in the great golden cable of friendship and understanding that might bind nations together better in the spirit of a brotherhood of man under the fatherhood of God. We ask these blessings, Dear Lord, upon this Conference, who are mighty with responsibility. Bless them in their judgments and the measures they will decree, and bless them in the execution of the resolutions to which they will come. May the blessing of God the Father, Son and Holy Ghost descend upon you and remain with you forever.

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**PRESIDENT ENRIGHT:** We are very grateful to the Very Reverend Monsignor Chidwick and his Eminence, the Cardinal, for the good offices performed here this morning. It was very gracious of him to come and perform this service for us.

The next order of business will be the call of the roll of membership.

(Upon motion made and seconded it was voted to dispense with the reading of the roll.)

The next order of business will be the appointment of a Sergeant-at-Arms. If there is no objection, I will be pleased to appoint as Sergeant-at-Arms for this Conference, Chief John L. Sullivan, of Pittsfield, Mass.

The next order of business will be the appointment of committees. The committees I will appoint this time are as follows. It may be possible that we shall add to these committees a little later on as it may appear to be necessary:

#### COMMITTEE ON CREDENTIALS

Michael J. Long, Chief of Police, Newark, N. J., Chairman.  
Lynn G. Adams, Superintendent of State Police, Harrisburg, Pa.  
Dr. Carlos De Arroxellas Galvao, Assistant Police Commissioner, Rio de Janiero, Brazil.

Pierre Belanger, Superintendent of Police, Montreal, Quebec, Canada.  
Michael J. Healy, Chief of Police, Manchester, N. H.  
Walter E. Staneland, Police Commissioner, Victoria, B. C., Canada.  
R. L. Stringfellow, Commissioner of Public Safety, Shreveport, La.  
Ernesto Merino, Secretary of Police Prefecture, Santiago, Chile.

#### COMMITTEE ON AWARDS

John M. Tracey, Chief of Police, Paterson, N. J., Chairman.  
Colonel Charles B. Borland, Director of Public Safety, Norfolk, Va.  
S. J. Dickson, Chief Constable, Toronto, Ont., Canada.  
George G. Henry, Chief Inspector, Baltimore, Md.  
Michael McHugh, Superintendent of Police, Scranton, Pa.  
Douglas I. McKay, Secretary, International Police Conference, New York.  
William B. Mills, Superintendent of Police, Philadelphia, Pa.  
General E. O'Duffy, Commissioner of Civic Guard, Dublin, Irish Free State.  
Captain Emile Trudel, Chief of Police, Quebec City, Canada.

#### RESOLUTIONS COMMITTEE

Michael H. Crowley, Superintendent of Police, Boston, Mass., Chairman.  
S. J. Dickson, Chief Constable, Toronto, Canada.  
Cesar Etcheverry, Commissioner of Identification, Buenos Aires, Argentina.  
William H. Funston, Chief of Police, Schenectady, N. Y.  
George G. Henry, Chief Inspector, Baltimore, Md.  
Douglas I. McKay, Secretary, International Police Conference, New York, N. Y.  
William B. Mills, Superintendent of Police, Philadelphia, Pa.  
E. O'Duffy, Commissioner of Civic Guard, Dublin, Irish Free State.  
Sir Robert Peacock, M.V.O., Chief Constable, Manchester, England.  
Counsel, M. Martin Dolphin, Police Department, New York, N. Y.

#### TRAFFIC COMMITTEE

William Coleman, Deputy Chief Inspector of Police, New York, N. Y., Chairman.  
Michael H. Crowley, Superintendent of Police, Boston, Mass.  
William B. Mills, Superintendent of Police, Philadelphia, Pa.  
Forrest Braden, Chief of Police, Louisville, Ky.

Charles B. Borland, Director of Public Safety, Norfolk, Va.  
George G. Henry, Chief Inspector of Police, Baltimore, Md.  
William F. O'Neil, Superintendent of Police, Providence, R. I.  
Harry Jennings, Chief of Police, Toledo, Ohio.  
Joseph H. Dye, Assistant Superintendent of Police, Pittsburgh, Pa.

Michael Long, Chief of Police, Newark, N. J.  
Edward Murnane, Chief of Police, St. Paul, Minn.  
Morgan A. Collins, Superintendent of Police, Chicago, Ill.  
Michael J. Healy, Chief of Police, Manchester, N. H.  
Thomas H. Allen, Commissioner of Public Safety, Memphis, Tenn.

William H. Funston, Chief of Police, Schenectady, N. Y.  
T. A. Lanker, Chief of Police, Lima, Ohio.  
A. J. Roberts, Chief of Police, Jacksonville, Fla.  
Alfred Goodhue, Chief of Police, Quincy, Mass.  
John Marmon, Deputy Chief of Police, Buffalo, N. Y.  
Dr. Mosle, Berlin Police Department, Germany.  
Sir Robt. Peacock, Chief Constable, Manchester, England.  
Inspector General James Mitchell, Sydney, New South Wales.

PRESIDENT ENRIGHT: We desire to add to this committee the names of several foreign delegates who would like to serve on this particular committee. We are at a loss to determine who might wish to serve, and we will add to the committee a little later.

#### AUDITING COMMITTEE

William F. O'Neil, Superintendent of Police, Providence, R. I.,  
Chairman.  
J. Howard Sempill, Chief of Police, Hamilton, Bermuda.  
Cortlandt Starnes, Commissioner Royal Canadian Mounted  
Police, Ottawa, Canada.  
T. D. McCarthy, Chief of Police, Utica, N. Y.

#### WAYS AND MEANS COMMITTEE

##### *(Executive Committee of Board of Managing Directors)*

George G. Henry, Chief Inspector of Police, Baltimore, Md.  
Michael H. Crowley, Superintendent of Police, Boston, Mass.  
Col. Forrest Braden, Chief of Police, Louisville, Ky.  
Pierre Belanger, Superintendent of Police, Montreal, Canada.  
Col. Charles B. Borland, Director of Public Safety, Norfolk, Va.  
John M. Tracey, Chief of Police, Paterson, N. J.  
William B. Mills, Superintendent of Police, Philadelphia, Pa.  
William H. O'Neil, Superintendent of Police, Providence, R. I.  
Michael McHugh, Chief of Police, Scranton, Pa.  
R. L. Stringfellow, Commissioner of Public Safety, Shreveport, La.  
William J. Quilty, Chief of Police, Springfield, Mass.  
Harry Jennings, Chief of Police, Toledo, Ohio.  
T. D. McCarty, Chief of Police, Utica, N. Y.

**PRESIDENT ENRIGHT:** I will defer the appointment of a Narcotic Committee until some further information can be received in respect to those who would like to serve. I should like to have many of our foreign delegates serve on this committee if they care to do so, as we need their advice and their experience.

#### ADDRESS OF PRESIDENT RICHARD E. ENRIGHT

The International Police Conference, which first assembled in this city in 1922, convenes here today for its third biennial session in this historic room of the Chamber of Commerce of the State of New York, to hear the report of its officers upon the program adopted at the last session, and to discuss and outline plans for the efficient exercise of governmental power in the prevention and suppression of crime and the detection, apprehension and punishment of criminals the world over.

The first International Police Conference brought to this city the representatives of practically all of the important cities of the United States and Canada, and representatives from the capital cities of a few foreign governments.

The second International Police Conference, which convened in this city in 1923, was comprised of representatives from most of the important cities of the United States and from upwards of twenty capital cities of foreign countries.

This, the third International Police Conference, here assembled, which is more than double in number the membership of the last International Police Conference, is comprised of representatives of every city and large town of the United States and Canada, with scarcely no exceptions, and the representatives of scores of important and capital cities of more than forty foreign nations.

This is essentially a convention of all of the civilized nations, states and municipalities of the whole world, embracing, as it does, representatives from practically all of the great cities and capitals of the nations of North America, South America, Europe, Asia, Africa and Australia, and the Islands of the Seas.

The results of this Conference should demonstrate the desire of responsible administrative and executive police heads the world over, to join hands in the closest possible coöperation for law enforcement, and the suppression of criminality throughout the world.

This problem is not easy of solution, nor will any plans which we may outline in this Conference be easily perfected or carried into execution. This great world problem will tax the mental resources and the ability of the police executives who are here assembled, those who are not present, but who are in sympathy with this movement, as well as all coördinated branches of government everywhere.

Crime is no longer a matter simply of local concern, in the suppression of which each city and state may be self-sufficient. Crime has become a matter of grave intercity, interstate and international concern, for the toll of the criminal, whether it be in human life, in human suffering, or in property loss, is becoming a serious problem affecting public safety, morals and economy, foreign and domestic.

City, state and national borders are not respected by the desperate criminal, and the long arm of the law and justice must reach beyond these barriers, and the world must be made safe for law and order and civilized government. It is only by closest coöperation and unrestrained sympathy between city and city, state and state, nation and nation, government and government, that our ends are likely to be achieved.

The criminal does not respect the artificial barriers which separate one city from another, one state from another, one nation from another, and progress and invention have placed at his disposal many means of rapid transportation, whether it be the great trans-oceanic lines of steamers, the fast-flying express train, the speedy automobile, or, indeed the aeroplane, all of which have reached their highest perfection only within the last few years. He is able to commit his crimes, escape immediate apprehension, and take himself swiftly beyond the jurisdiction of our various cities and states into foreign lands, where his presence may never be detected or his crimes punished.

Special consideration must be given to the clever and dangerous international criminals, and a system must be devised whereby their movements will be promptly and efficiently bulletined throughout the world for the information of the police authorities and all others concerned.

But we, who are gathered here to participate in these deliberations, may not exercise any legislative prerogative, nor are we in position to enforce or carry into effect many of the remedies which we may suggest, still, it is our duty to properly diagnose the case, and point the way for such reforms as may be necessary, but we must have the sympathy and support of coördinate branches of government in our respective cities, states and nations, and, furthermore, we must have the sympathy of the great civic organizations, the chambers of commerce, boards of trade, merchants' associations and kindred organizations, and we must, indeed, have the sympathy and support of all the law-abiding citizens of our respective cities, states and nations in order that lawlessness may be rigorously suppressed and law and order efficiently upheld.

The brotherhood of man may never be achieved in our day and, indeed, not until the arrival of the millenium, but forward-looking men and women are ready to agree that the time has arrived when nation and nation, race and race, people and people of all classes, creeds and color inevitably must and will draw closer together in a stronger bond of sympathy and complete understanding. We shall thus arrive at the solution of many of the

problems which vex civilization, threaten established government, undermine every standard of civilization and impede the onward march of mankind toward the great goal which might be described as the right to "life, liberty and the pursuit of happiness."

Throughout the ages, nation and nation, races and classes, castes and creeds, have been pitted against one another in open warfare, but when the strife is over and treaties are signed, they sit down together, forget their past differences and become friends and even comrades in future wars or in peaceful vocations and enterprises.

But the open warfare declared upon society by the criminal is never ended. There is no armistice, there is no peace or hope of peace; it is an irrepressible conflict, for civilization, society and government cannot bargain with lawlessness, ruthless aggression and treason against organized government, and there can be but one end to this conflict—it is unconditional surrender upon the part of the criminal, and absolute and final victory for the forces of law and order everywhere.

I shall not, at this time, attempt to report to you in detail the work of this organization since we last assembled here, but in a word, I will say that all of the mandates of the last Conference, which were placed in the hands of your officers, have been carried out and as completely accomplished as circumstances would permit, and with very little reservation I can report to you that the service you expected from us has been faithfully and, I hope, efficiently performed.

Nor will I, at this time, attempt to outline to you the program for this Conference. We have tried, to some extent, to chart the course, but we are sailing an open sea, the ship is staunch, the crew is strong, and I am satisfied we will reach the port for which we have shaped our course. At the proper time during this Conference, your officers will make a detailed report to you respecting the duties which have been devolved upon each of them.

In the preparation of this program, we have doubtless overlooked many interesting subjects which might well be discussed, and we invite every delegate, at the proper time, to freely present any other subject or topic which may be worthy of any consideration, and we ask each delegate to help us to broaden the scope of this Conference and give us the full benefit of any information which he may be able to impart.

Gentlemen, we are here for business, and business alone. Many of you have come from distant lands far over the seas, and from every corner of the world. You have not come here to play, I am sure; you came here for the serious business that will be developed in this Conference. However, we will play a little as opportunity presents itself, for "All work and no play makes Jack a dull boy."

After this Conference is over, I hope those of you who come from other lands, will be our guests, and for ten days or more



we shall make a tour of this country, visiting many of its important cities and the capital of the nation, and as we pass along we will tarry for a short time in a charming city of our friendly neighbors of the great British Dominion at the north.

Need I say to you that you are cordially welcome to this city, you who come here from all parts of the United States and from all parts of the civilized world? Need I say to you, who have come to us from other lands, that you are doubly welcome to the United States of America? And need I say that the gates of this hospitable city and this land that we call "America the Happy" swings wide open to greet you. The latch string hangs outside of every door; and we are glad you are here and we hope you will tarry long, for you are our friends, yes, you are our brothers in a great public service. We have extended our hands across the seas, and where the right hand of fellowship is extended, there you will find also the strong heart-beat of comrades and soldiers in a common cause.

Therefore, as President of this great organization, I am proud of the special privilege afforded me to welcome you to this Conference through which we fondly hope we shall, in a measurable degree, discover new means to better serve our respective peoples and governments and, incidentally, and by no means without design, we shall establish mutual understanding, good will and complete coöperation, primarily between our respective police organizations, and also to a very large degree, between your people, and my people; your city and my city; your nation and my nation. (Applause.)

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PRESIDENT ENRIGHT: The next order of business will be the report of the Secretary.

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SECRETARY MCKAY: Mr. President and Members of the International Police Conference: The following report of the operations of the office of Secretary is submitted for the period May 6, 1923, to May 11, 1925.

Since the last Convention the following publications of the International Police Conference have been published and distributed:

- a. Proceedings of the 1921 and 1922 Conventions bound in one volume.
- b. Proceedings of the 1923 Convention.
- c. Recommendations for standardization of Signs and Signals for Traffic Regulation—2 editions. Arrangements were made with the American City Magazine for reprinting these recommendations in their monthly issue, December, 1923, and the Motorist Monthly Magazine, March, 1925.
- d. Roster of membership and Directory of Administrative and Executive Police Officials throughout the world.

e. Code of the International Police Conference with Addendum.

f. Manual on Distant Identification System and One Finger Registration System in collaboration with Hakon Jorgensen, Sub-director of Police, Copenhagen, Denmark. Second edition now in press.

g. Curriculum for a Course of Instruction in Criminal Identification.

The membership of the International Police Conference, May 6, 1923, at the time of the last Convention, was:

5 Honorary Presidents.  
823 Active Members.  
59 Associate Members.

It is now:

19 Honorary Presidents.  
1025 Active Members.  
208 Associate Members.

The present membership is representative of 41 countries. In this connection there is an increase of 21 countries since the last Convention; an increase of 202 heads of police departments and 149 associate members.

Two courses of Instruction in Criminal Identification were conducted by the Conference, September, 1923, and September, 1924, at which attended representatives of more than 50 departments, including among others:

Bermuda	New York	Paterson	Cincinnati
Calgary	Boston	Elizabeth	Cleveland
Montreal	Brookline	Perth Amboy	Harrisburg
Regine	Cambridge	Plainfield	Philadelphia
Toronto	Fall River	Trenton	Pittsburgh
New Haven	Springfield	Union Hill	Scranton
Kansas City	Albany	Wilkes-Barre	Norwalk
St. Louis	Beacon	Charleston	Waterbury
Lincoln	Nutley	Richmond	Washington
Irvington	Ossining	Newport	Oak Park
Jersey City	Oslo, Norway	Providence	New Orleans
Memphis	Norwalk	Baltimore	Newark
Canton			

The Conference also arranged for courses of instruction in training of uniformed policemen and detectives, in special branches of criminal identification, in field work relating to public safety, traffic regulation and court procedure, and other phases of police activity in collaboration with its municipal, state, national and in-

ternational membership. At its executive offices these arrangements were made for the following:

Sydney	Honduras
Oslo	Korea
Paris	Bangkok
Bremerhaven	Finland
Tegucigalpa	Manchuria
Kyoto and Tokyo	Mexico City
Western Australia	Jerusalem
Helsingfors	Lima, Peru
Port Arthur	Lodz
Australia	San Juan
Norway	Nanking
Germany	New Zealand

and various departments in the United States and Canada.

Pursuant to resolution adopted at the last Convention, there has been published a monthly "Police Magazine" since April, 1924. The magazine issues have carried valuable information on Police Organizations throughout the world, including among others—London, Paris, Brussels, Berlin, Rome, Vienna, United States, Irish Free State, Argentine, Brazil, Peru, Chile, Bermuda and Canada.

Meetings of the Executive Committee of the Conference were held at New York, May 16, 1924, and May 11, 1925. The proceedings of these meetings have been covered in the report of the President.

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PRESIDENT ENRIGHT: Gentlemen, you have heard the report of the Secretary of the International Police Conference. What is your pleasure?

(On motion regularly moved and seconded, it was voted that the report of the Secretary of the Conference be accepted and spread on the minutes.)

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PRESIDENT ENRIGHT: The next order of business is the report of the Treasurer.

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TREASURER HEALY: Mr. President and Gentlemen of the Convention: I received from the former Treasurer \$212.50. Last year, March 19th, I received a check from Colonel Scott for \$1,000. The interest on that amounts to \$61.89, making a total amount in my hands of \$1,274.39. (Applause.)

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PRESIDENT ENRIGHT: Gentlemen, you have heard the report of the Treasurer. The money seems to be all there. What is your pleasure?

(On motion regularly made and seconded, it was voted that the report of the Treasurer be received and spread on the minutes.)

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PRESIDENT ENRIGHT: The next order of business is the reading of communications.

SECRETARY McKAY: The following communications have been received:

Bangkok, March 23rd, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have the honor to acknowledge receipt of your letter of 23rd January and your telegram of 22nd inst., inviting me to the Convention International Police Conference.

I am exceedingly sorry that I am unable to attend the Conference for reasons given in my two previous letters on the subject, copies of which I have the honor to enclose.

I have today telegraphed to you my regrets at being unable to attend and I now enclose a copy of my telegram, in sending which you will notice I have used the new Police Code recently received from you.

Wishing the Conference all success.

I have the honor to be, sir,

Your obedient servant,  
PHYA ATIKON PRAKART, Major-General,  
Commissioner of Police, Bangkok.

DEPARTMENT OF POLICE, COMMONWEALTH DISTRICT

City of Monrovia, April 8th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have the honor to confirm my cablegram dated 26th of March:

"ENRIGHT,  
Police Commissioner, New York.

Regret owing congestion passage traffic Liberian delegation cannot leave early enough to attend Conference.

FREEMAN, Police Commissioner."

With sentiments of high esteem and due regards, I have the honor to be, sir,

Your most obedient servant,  
D. D. FREEMAN, Captain,  
Police Commissioner.

DEPARTMENT OF POLICE AND PRISONS

Jerusalem, April 9th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have the honor to acknowledge receipt of your letter dated 13th March, 1925, and to thank you for your kind invitation to attend the International Police Conference to be held in New York City, May 12th to 16th, 1925.

I must regret that, owing to the exigencies of the service in this country, I shall not be able to avail myself of your kind offer this time, but trust that your invitation may be extended for future sessions, which I hope to have the privilege of attending.

May I take this opportunity of expressing to you the wide appreciation of this Police Force of the objects of your Conference and of assuring you of our constant coöperation in any way that may be possible.

I trust that the sessions in May will be a success in every way and thanking you once more for your courtesy in asking me to be the guest of the Police Department of the City of New York.

I have the honor to be, sir,

Your obedient servant,  
A. S. MAVROGORDATO,  
Inspector General, Palestine Police.

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POLITIE ROTTERDAM

Rotterdam, March the 14th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

In answer to your kind cable to assist at the International Police Conference at New York, I am sorry that I must tell you that I can't visit that Conference. The financial circumstances of our country are such that the Government can't give any assistance, and the wages in Holland are not so high that it is possible to make such a trip totally on own expenses.

Thanking you very much for your invitation,

Very truly yours,  
A. H. SIRKS,  
Chief of Police.

HOOFDBUREAU VAN POLITIE TE AMSTERDAM

Amsterdam, March 20th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

In reply to your letter of January 23rd, 1925, I have the honor to communicate that there will be no chance for me, neither for a representative, to attend your International Police Conference, scheduled for next May.

With my best wishes for the success of the Convention, I beg you to accept the assurances of my highest regards.

Sincerely yours,

A. J. MARCUSE,  
Chief Commissioner of Police.

POLICE DEPARTMENT

HON. RICHARD E. ENRIGHT, DELHI, October 16, 1924.  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

With reference to your letter dated the 3rd September, 1924, inviting me to the Convention of the International Police Conference to be held from the 12th to 16th May, 1925, at New York City, I have the honor regretfully to inform you that it will be impossible for me to attend the Convention, owing to the long journey involved.

I have the honor to be, sir,

Your most obedient servant,  
P. L. ORDE,  
Superintendent of Police.

SIAMESE LEGATION

Washington, D. C., April 28th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have the honor to acknowledge the receipt of the invitation which you have been so kind as to extend, in the name of the International Police Conference, to the Kingdom of Siam to be represented at the session of the Conference from the twelfth to the sixteenth of May next.

In thanking you, I regret to say that it is not feasible now for my country to arrange for the attendance of a representative, but as the matter to be discussed will be of much interest to my Government, I should much appreciate your good offices in supplying me with three copies of the report on the proceeding and conclusion of the Conference when it is issued.

Yours very truly,  
PRA SUNDARA,  
First Secretary.  
(In the absence of the Siamese Minister.)

Melbourne, April 3, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Thanks invitation Conference. Regret unable attend. Writing.  
A. NICHOLSON, Chief Commissioner.

Washington, D. C., May 8, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Many thanks for your kind letter. Extremely sorry that I have engagement on 14th which cannot be cancelled, otherwise I should be delighted to attend the banquet. Permit me, however, to extend my best wishes for the success of this noteworthy occasion and to express the hope that the Conference will attain the high aims for which it has been called.

TSUENO MATSUDAIRA,  
Minister from Japan.

SOUTH AFRICAN POLICE

Pretoria, March 31st, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have to acknowledge receipt, on the 28th instant, of a cablegram from you requesting my attendance at the forthcoming International Police Conference to be held in New York during May next.

Communications have already been mailed to you both by the Secretary for Justice and myself, explaining my inability to be

present, and these letters will doubtless be in your hands in the course of the next few days.

Again expressing my regret in the matter and reiterating my wishes for the unqualified success of the Conference, believe me to be, sir,

Your obedient servant,  
T. G. TRUTER,  
Commissioner of Police.

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ARRONDISSEMENT DE BRUXELLES

Brussels, April 28th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I have the honor to inform you that my professional occupations do not allow me to attend the third International Police Conference that will be held in New York in May next. But, I am happy for having obtained that Monsieur Louwage Florent, Officier Judiciaire Principal, of my service, will collaborate, under your high direction, to the work to which we attach such a great interest.

May I ask you to present Monsieur Louwage to the honorable members of the Conference and to beg them to accept my most sincere wishes?

With assurances of most distinguished consideration, and with kindest personal regards, I beg to remain

Very sincerely yours,  
ALFRED KEFFER,  
Officier Judiciaire Principal Dirigeant.

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Butte, Mont., May 9, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Regret that it will be absolutely impossible for me to attend. My best wishes are with you for a big instructive and harmonious meeting. Express my regrets to all the members. Hope to be with you at your next Conference.

J. J. MURPHY,  
Chief of Police.



Carson, Nev., May 9., 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Your telegram seventh. I had made arrangements to attend the Conference on the twelfth, but ill health prevents my undertaking the trip. I appreciate the great value these Conferences to the entire country and wish this Conference the fullest measure of success.

D. S. DICKERSON,  
Superintendent, Nevada State Police.

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NETHERLANDS, April 25, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

To my great regret, impossible to come.

CAPTAIN LAMAN TRIP.

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POLICE DEPARTMENT

Melbourne, April 3rd, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

In pursuance of my cablegram of even date, I desire to express my appreciation of your invitation to me to be present at the forthcoming International Police Conference.

After consultation with my Government, however, I find that at the present juncture it is not practicable for me to go to New York, and I regret exceedingly that I shall not be able to attend the Conference.

I am pleased to say that Mr. James Mitchell, the Inspector General of Police, New South Wales, has intimated his intention of being present, and I have requested him to convey to the Conference my best wishes.

Yours faithfully,  
A. NICHOLSON,  
Chief Commissioner.

Adelaide, April 29, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Regret unable attend Conference. Extend fraternal greetings.

R. L. LEANE,  
Police Commissioner, Adelaide.

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POLICE DEPARTMENT

Wellington, April 16th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I am extremely obliged to you for your cordial invitation of the 10th ultimo to attend your next Conference, also for the very interesting account of your proceedings at the last Conference.

I regret that I shall not be able to attend, but trust you will have a good muster and that the business will be as interesting and instructive as that of last year.

Yours faithfully,  
A. H. WRIGHT,  
Commissioner of Police.

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LA DELEGACIA AUXILIAR DA POLICIA DO

DISTRICTO FEDERAL

Rio de Janeiro, April 28, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I was very pleased to receive your letters honoring me with the invitation to be present at the Police Congress—the most important that has been organized to this day—and which the United States of North America thought fit to convoke for the benefit of the cause of Justice.

I have purposely delayed my answer to your invitation hoping that—even though only at the eleventh hour—I might be given the opportunity of being the bearer thereof in the capacity of a representative of Brazil.

Unfortunately this has not been possible despite the good wishes of my Government. The present condition which governs

public security do not permit that I absent myself from this capital.

Nevertheless my thoughts will be with those who with you, the greatest Chief of Police of all times, whom I have the great pleasure of counting amongst my dearest friends, are fighting for the noble cause.

Furthermore my absence will not be conspicuous, thanks to the presence of the representatives of Brazil, particularly my dear friend and countryman, Dr. Joao Marques dos Reis, bearer of this letter; who is a widely known defender of justice, the Chief of Police of one of the largest States of the Union—Bahia—and one of the most efficient specialists in police matters that Brazil possesses.

I shall be in constant touch with whatever is done by the Brazilian delegates to the Conference, and thus that branch of the police of which I am a director shall be able to scrupulously follow whatever may be sanctioned by that Congress, which has already gained world fame.

God, in His bounty, will permit that some day I shall have the pleasure of paying a visit to Washington's native land, where civilization outshines and is at the service of humanity. I shall then have the opportunity of studying your police methods and of shaking hands with you.

I avail myself of this opportunity to wish you all success in the Congress convoked by you, and meanwhile beg to remain,

Sincerely yours,

CARLOS DA SILVA REIS.

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### CHINESE POLICE ADMINISTRATION

Tientsin, March 26th, 1925.

HON. RICHARD E. ENRIGHT,

Police Commissioner, and

President, International Police Conference,

240 Centre St., New York City, New York.

DEAR SIR:

The Commissioner of Police, General Yang I Teh, begs to acknowledge receipt of your cablegram just received and to confirm the reply he has sent by cablegram: "Regret inability to attend Conference. Explanatory letter following." He is much complimented by the kind invitation and wished greatly to avail himself of the opportunity by sending delegates to the Conference, but the recent troubles, the civil war and its sequels, and the unhappy distress and widespread famine caused by the floods and inundation of a great part of the province last summer, the results of which are still felt, has so fully occupied the time of his staff,

and he unable to spare any of his principal officers for the important mission, which otherwise would have assigned to them.

Trusting that the Conference will be a great success.

Yours sincerely,

L. D. TING,  
Secretary.

\_\_\_\_\_  
Copenhagen, March 26, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Regret impossible attending Conference.

HAKON JORGENSEN,  
\_\_\_\_\_  
Subdirector of Police.

Alexandria, April 15, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Regret unable to come Police Conference.

T. RUSSELL,  
\_\_\_\_\_  
Commandant Police.

#### CAIRO CITY POLICE

Cairo, February 22nd, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Reference to your letter dated 23.1.1925.

I fear that all hopes of being able to attend this year's Conference have vanished.

Between April and May a large number of British officials, including some police officials, are leaving this Government Service for good, and there will be no chance of the remainder getting away on leave or mission until late in the Summer.

I hope, too, that we shall go to court with the murderers of the Sirdar at the April assize, but quite possibly not until May.

My best wishes for a successful Conference.

Yours sincerely,  
T. RUSSELL.

COLONIAL SECRETARY'S OFFICE

Suva, Fiji, January 16th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I am directed by His Excellency, the Acting Governor, to acknowledge the receipt of your letter of the 25th October last, and, while thanking you for the invitation conveyed therein, to express regret that it will not be possible for a representative from Fiji to attend the Police Conference to be held in New York in May next.

I have the honor to be, sir,

Your obedient servant,  
J. S. NEILL,  
For Acting Colonial Secretary.

Helsingfors, Finland, March 31, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Regret extremely my time prevents my presence at the Conference. Sincere good wishes for same.

HONKANEN, Chief of Police.

DEPARTMENT OF POLICE, COMMONWEALTH DISTRICT  
City of Monrovia, Liberia, April 27th, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

I am in receipt today of your "Roster" of the International Police Conference of 1925, for which I am indeed grateful to you. I am filing same for future reference. You cannot really imagine how sorry I am for not being able to sail in time to attend the Conference. However, you have my cordial coöperation.

With sentiments of high esteem, I have the honor to be, dear colleague,

Yours very obediently,  
D. D. FREEMAN, Captain,  
Commissioner of Police.

**POLICE DEPARTMENT**

Delhi, April 23, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

With reference to your letter dated the 13th March, 1925, inviting me to the convention of the International Police Conference to be held in New York City from May 12th to 16th, 1925, I regret to inform you that it will be impossible for me to attend the convention owing to the long journey involved.

With many thanks for the invitation, I have the honor to be, Sir,

Your most obedient servant,

A. C. BLUNDEN,  
Senior Superintendent of Police.

**EL DIRECTOR GENERAL DE SEGURIDAD**

Madrid, July 8, 1924.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Your letter dated 23rd ulto. has been duly to hand, and beg to say that it is not possible to send any Chief of the Spanish Police to attend your mentioned International Conference due to the great many services which are being executed by same and for the special circumstances that same require, but I must inform you that I agree quite to the purposes of the Conference and to the conclusion agreed in same, chiefly regarding the interchange of fingerprint records of international and professional criminals, being at your disposal for anything that may be wanted on this line.

With assurances of my most distinguished consideration, I beg to remain

Yours very truly,

JOSE GOMEZ.

**STADTISCHE POLIZEIDIREKTION BERN**

Bern, Switzerland, March 23, 1925.

HON. RICHARD E. ENRIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Many thanks for your kind second invitation. With very much regret I have to inform you that I cannot take part in the

Conference for reasons of health. I shall be in thoughts with you and hope the meeting will be a very good thing, efficient, hearty and glad at the same time.

I am, dear sir,

Sincerely yours,  
H. ZWICKY,  
Captain of Police.

Stockholm, Sweden, May 12, 1925.

HON. RICHARD E. ENKIGHT,  
Police Commissioner, and  
President, International Police Conference,  
240 Centre St., New York City, New York.

DEAR SIR:

Accept our best wishes for a successful conference.

GUSTAF HARLEMAN,  
Police Commissioner.  
ERIC HALGREN,  
Chief of Detectives.

Edinburgh, May 8, 1925.

HON. FREDERICK ROSS,  
Chief Constable of Edinburgh,  
c/o International Police Conference, New York.

DEAR SIR:

Heartiest congratulations from officers and men on completion of semi-jubilee as Chief of City Police. Lord Provost desires to be associated with this message.

PATERSON.

PRESIDENT ENRIGHT: Gentlemen, you have heard the reading of the communications by the Secretary of the organization. What is your pleasure?

(It was voted, on motion regularly seconded, that the communications be received and placed on file.)

PRESIDENT ENRIGHT: We now come to special orders of business. You will notice in the make-up of our program, gentlemen, that we have not been able to outline all of the things that I am sure some of you would expect to find on the program. It would have been almost impossible to make a schedule of all the various subjects that were proposed to the President and the Secretary of the Conference to be placed in this program. So, in order to handle it as we hope, with a little better dispatch, we have placed in the order of business a "Special Order of Business," and you will notice that appears in every scheduled session. Under that order of business we hope the members of the Conference will find opportunity to present papers, to bring up any new or additional topic which they would like to have discussed.

We want every member of this Conference to have every opportunity to present anything that he desires to present within our time limitations, and we will try to give everybody as much time as possible.

It has been a custom of this Conference, and I think it is a very useful one, that the delegates from foreign countries who attend the Conference should be presented formally so that everybody present may know just who they are. Inasmuch as a large number of delegates have arrived from all over the United States and Canada and are constantly arriving, and will continue to arrive as the Conference proceeds, they would not have had the opportunity of course of meeting these people or knowing who they are.

So I will now take the opportunity, as we have heretofore, of introducing delegates from foreign countries, and when I so introduce them I wish they would rise in their seats and say anything that they desire to say in way of greeting so that the members of the Conference may know who they are.

May I introduce to you Mr. Alfredo Horton Fernandez, Inspector General, Chief of the Judicial Division of Police of the Capital, Buenos Aires. (Applause.)

Let me introduce to you at the same time Mr. Cesar E. Etcheverry, Commissioner of Identification, Buenos Aires. (Applause.)

Let me introduce to you a new man in the Conference, who has come a very great distance indeed—Mr. James Mitchell, O.B.E., Inspector General of Police, Sydney, New South Wales, Australia. (Applause.)

It is now my very great privilege to introduce to you a new man in our Conference. We hope he will come to us very often. I have the great pleasure of introducing to you the Chief of Police of the Capital City of Austria, Mr. Johann Schober, Police President of the City of Vienna. (Applause.)

I have the pleasure of introducing to you the representative of the Police Organizations of Belgium, in the person of Mr. Florent E. Louwage, Officer Judiciaire Principal, Brussels. (Applause.)

We have here our friend from one of the islands of the sea, one of our close neighbors. I take great pleasure in introducing to you, and I think it is hardly necessary, Mr. J. Howard Sempill, Chief of Police, Hamilton, Bermuda. (Applause.)

I want to introduce to you our very charming friend who has come from Brazil to attend our Conference on two other occasions, and was good enough to come here again as the representative of his government and of the Capital City of Brazil. I take pleasure in introducing to you Dr. Carlos Arroxellas Galvao, Assistant Police Commissioner, Rio de Janeiro. (Applause.)

We have a cable from Mr. Dos Reis, Chief of Police of Bahia. He is on his way here. He probably will arrive today. I now understand that he has arrived in the city, but he has not arrived at the Conference as yet.



Bulgaria is represented at this Conference by Mr. Neal Dow Becker, the Honorary Consul General. (Applause.)

From Canada there has come Mr. Belanger, Chief of Police of Montreal. (Applause.) Also Mr. J. A. A. Brodeur, Chairman, Executive Committee, Montreal. (Applause.) Mr. D. D. Lorrain, Chief of Provincial Detectives, Montreal. (Applause.) Mr. Cortlandt Starnes, Commissioner, Royal Canadian Mounted Police, Ottawa. (Applause.) Mr. Emile Trudel, Chief of Police, Quebec. (Applause.) Mr. S. J. Dickson, Chief Constable, Toronto. (Applause.) Mr. George S. Guthrie, Inspector Commanding Detective Division, Toronto. (Applause.) Mr. Walter E. Staneland, Police Commissioner, Victoria, B. C. (Applause.) Mr. W. E. Gundy, Police Commissioner, Windsor, Ont., and Daniel Thompson, Chief Constable, Windsor, Ont. (Applause.)

I am pleased to introduce to you Mr. Ernesto Merino, Secretary of Police Prefecture, Santiago, Chile. (Applause.) Also Mr. Gustavo Munizaga Varela, Consul General of Chile. (Not present.)

Let me introduce Mr. E. D. Wolfe, Captain Superintendent of Police, Hong Kong. (Applause.)

China is represented by General W. C. Chen, Inspector-in-Chief of Police, Hangchow, Province of Chekiang, China; Mr. Tsung-Yu-Sze, representing the Chief of Police of Canton City, and Hon. Ziang-Ling Chang, Consul General, representing Department of Interior of Central Government of Republic of China, whom I now introduce to you. (Applause.)

Let me introduce Colonel Angel Maria Serrano, Sub-Director National Colombian Police, Bogota, Colombia. (Applause.)

Let me introduce the Consul General of Cost Rica, Manuel Antonio Bonilla. (Applause.)

Let me introduce the Hon. Alberto Barreras, of Havana, representing the Police Department of Cuba. (Applause.)

Captain Miguel Angel Duque De Estrada, of Havana, has not been able to leave Havana just at this time owing to the forthcoming inauguration of the President of Cuba, who will be inaugurated one day next week.

Czecho-Slovakia is represented by Dr. K. Neubert, Acting Consul General, whom I now introduce to you.

England is represented by Lieut.-Colonel F. Brook, D. S. O., M. C., Chief Constable, Nottingham. (Applause.) Captain C. E. Gower, President, Chief Constables' Association, England and Wales, and Chief Constable, Newport. (Applause.) I also have the pleasure of introducing to you Mr. J. H. Watson, C. B. E., Chief Constable, Bristol. (Applause.) Also Sir Robert Peacock, M. V. O. Chief Constable, Manchester. (Applause.) Also Major C. Valentine Godfrey, Chief Constable, Salford. (Applause.) Also Mr. J. H. Matthews, Chief of Police of the Great Western Railroad of England, all of whom I am happy to introduce to you. (Applause.)

Greece is represented here by Mr. Simopoulos, the Minister of Greece, who will not be here today, but will be here on Wednesday or Thursday as the representative of his country.

France is represented here by Mr. Louis Lacambre, Director, Police Judiciaire, Prefecture de Police, Paris, whom I am pleased to introduce to you. (Applause.)

Germany is represented by Mr. Hermann Emil Kuenzer, Reichskommissar, Reichministerium des Inneren, Berlin. (Applause.) Also by Dr. Abegg, Ministerialdirektor, Prussian Department of Interior, Berlin. Dr. Abegg has not been able to come, but he is represented here by Dr. Kleibomer, of Breslau. (Applause.) Also Dr. Weiss who is registered here was unable to come, but he is represented by Dr. Mosle. He is representing the Police President of Berlin. (Applause). Also Polizeimajor Seyffarth, of Berlin. (Applause). Also Dr. George Pott, Police Counsellor, Bremen. (Applause). Also Dr. Campe, Police President of the City of Hamburg, Germany. (Applause). Also Dr. Heinrich Gareis, Police Director, Nurnberg, all of whom I am happy to introduce to this Conference. (Applause.)

Guatemala is represented by Mr. Teofilo Lima, Inspector General of Police. (Applause). Also by Mr. Armando Lopez De Leon, Chief of Police, whom I am pleased to present. (Applause.)

Honduras is represented here by Major Napoleon Alcantara, Police Department, Tegucigalpa, whom I am pleased to present. (Applause.)

Hungary is represented by Mr. Kazmer Vay, Chief of Police Section, Councillor Ministry of Interior Budapest. (Applause). Also by Dr. George Bingert, Captain of Police, Ministry of Interior, Budapest. (Applause). Also Mr. George Puskas, Chief Councillor of Hungarian Royal State Police, Budapest. (Applause). Also by Dr. Joseph Szalay, District Chief of Police, Szeged, whom I am pleased to present. (Applause.)

The Irish Free State is represented here by our distinguished friend who came to see us before, General E. O'Duffy, Commissioner of Civic Guard, Dublin. (Applause). Also the Irish Free State is represented by our old friend, Patrick Walsh, Assistant Commissioner, Civic Guard, Dublin, whom I am happy to present to you again. (Applause.)

Italy is represented here by a very distinguished police officer indeed, Prof. Salvatore Ottolenghi, Director, Scientific Police School, Rome. (Applause).

Japan is represented by Mr. Shinzo Uno, Secretary of Police Department, Home Office, Tokyo.

Jugo-Slavia is represented here by Mr. Vasa Lazarevich, Chief of the Police Department, Ministry of Interior, Belgrade. (Applause).

Latvia is represented by Mr. Arthur B. Lule, Consul General.

Mexico City is represented by Colonel Martin F. Barcenas, Inspector General, Federal District, Mexico City. (Applause).

Nicaragua is represented by the Hon. J. A. Jose Tiderino, Charge d'Affaires of that country in the United States.

Norway is represented by Mr. Anton Eriksen, Chief of Police, Bergen. (Applause).

Panama is represented by Mr. Leonidas Pretelt, First Commanding Chief National Police, Panama. (Applause).

Paraguay is represented by Mr. William Wallace White, Consul General. (Applause).

Persia is represented by Mr. Abdollah Bahrami, Deputy Chief of Police, Teheran. (Applause). Persia is also represented by Lt. Col. Abdollah Seif, Chief of Police, Kazvin. (Applause.)

Peru is represented here by a very good friend who came to see us on two occasions—Mr. Octavio C. Casanave, formerly Prefect of Police, Lima. (Applause.)

Poland is represented by Mr. Stefan Chelmicki, Chief Inspector, Polish State Police. Also by Dr. Sylvester Gruska, Consul General. (Applause.)

Porto Rico is represented by Mr. Nathaniel A. Walcott, Police Commissioner, San Juan. (Applause). Also I want to call upon another Police Commissioner of Porto Rico, from San Juan, Mr. J. W. Blanco, who is here with us. (Applause.)

Portugal is represented by the Consul General, Mr. George S. Duarte. (Applause.)

Roumania is represented by the Vice-Consul General, Mr. Serban Drutz. (Applause.)

Salvador, Central America, is represented by Mr. Manuel Peralta Lagos, Vice-Consul General. (Applause).

Scotland is represented by Mr. Roderick Ross, Chief Constable, Edinburgh. (Applause). Scotland is also represented by Mr. A. D. Smith, Chief Constable, Glasgow. (Applause).

Sweden is represented by Mr. Gustaf Weidel, Acting Consul General. (Applause.)

Switzerland is represented by His Excellency Marc Peter, Minister of Switzerland, who will be here a little later in the Convention.

Uruguay is represented by Dr. Hugo De. Peria, Secretary, Legation of Uruguay. Also by Mr. Jose Richling, Consul General

Venezuela is represented by Mr. Morales, representing Police of Venezuela. (Applause). Also by the Honorable Pedro Rafael Rincones, Consul General. (Applause).

Chief David Coulter, of Hamilton, Canada, has arrived since I passed over his name. (Applause.)

The meeting then adjourned at twelve-thirty o'clock, upon motion made, seconded and adopted.

## ADJOURNMENT

**TUESDAY, MAY 12, 1925**

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**SECOND SESSION — AFTERNOON**

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The meeting convened at 1:30 P. M., President Enright presiding.

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**PRESIDENT ENRIGHT:** The Conference will please come to order.

The first order of business is "Police Organization and Administration." The first paper on this subject entitled, "Organization of the Provincial Police of England and their Liaison with the Metropolitan and Government Department," will be presented by Captain C. E. Gower, President of the Chief Constables' Association of England and Wales, and Chief Constable of Newport, England.

I have the pleasure of introducing to you Captain C. E. Gower.

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**CAPTAIN CHARLES E. GOWER:** Mr. Chairman and Gentlemen: I feel it a great honor, both on behalf of the Chief Constables' Association (Cities and Boroughs) of England and Wales, and personally, to have been invited by the Commissioner of New York City, President of the International Police Conference, to address you on the stated subject.

It will be within the knowledge of those of you who attended the Conference of 1923 that the Police Commissioner of the Metropolis of England (General Sir William Horwood) read a paper on the organization of the London Constabulary, and it will be my endeavor to briefly explain to you the methods adopted for the policing and protection of the big cities and rural districts of England and Wales as distinct from London. In order to retain continuity of thought with General Horwood's address it is necessary to refer briefly to the London Metropolitan Police. This force is governed directly by the Secretary of State for Home Affairs, which department usually is and will be in the course of my address referred to as the Home Office. In addition to Police control in London the Metropolitan Police undertake the protection of all Government buildings in London, and Government Arsenals and Dock Yards in various parts of the country. They also provide the personnel of the following departments, which are directly Home Office departments, and the services of which are at the disposal of the Provincial Constabulary:

- Fingerprint Department
- Criminal Record Office
- Publications Department
- Special (Intelligence) Branch

The work of the departments enumerated above is not local or confined to the Metropolitan Police area, and their services are a constant link between the various Police organizations of England and Wales and the Metropolitan Force, and I will refer to this liaison in the course of my remarks.

The office of Constable, in some form, is as old as the earliest civilization. Enlightened societies, in all ages, have combined in bands for mutual protection and for the preservation of peace and order, and have committed the conservation of these to trusted officers, and it is interesting to note that ancient Rome possessed a system of Police with a development very similar to that of modern organizations. In England, Police organizations were known in the time of the Saxons, and a quite effective system was established under the wise rule of Alfred the Great more than 1,000 years ago. In those days the senior officers to carry out Police duties were known as Shire Reeves, and from this ancient term the modern office of Sheriff owes its designation. It is not necessary to trace the developments of Police organization from medieval days, and while some form of service existed right through the ages, the Police Forces of England and Wales, as we know them at the present day, are of comparatively modern formation.

It should be noted that in England statute law still exists which compels every citizen to act, without pay, as a peace or Police Officer if necessary, and from this obligation has sprung the delegation of such duties to specially trained and paid Police Officers.

In the early days of the 19th century, the policing of London was entrusted to a poorly paid body of watchmen, whose efficiency left much to be desired, and from time to time violent attacks were made on the system by public bodies and by individuals. There is still in the City of London Library at the Guildhall a copy of a tract by one John Pearson, whose opinions are very scathing, and his tirade finished with a summary of the characteristics of the then London Constables as follows:

“Wanted, a hundred thousand men for London Watchmen.

“None need apply for this lucrative situation without being the age of sixty, seventy, eighty or ninety years;

“Blind with one eye, and seeing very little with the other; crippled with one or both legs; deaf as a post; with an asthmatical cough that tears them to pieces; whose speed will keep pace with a snail, and the strength of whose arm would not be able to arrest an old washerwoman of fourscore returned from a hard day's fag at the wash-tub; whose constitution is worn out in hard service, either in the army or navy, some unhealthy business, or from the effects of a gay and profligate life; and such that will neither hear nor see what belongs to their duty, or what does not, unless well palmed or garnished for the same.”

Pearson's pamphlet was written in 1827, and it probably had much weight in influencing the Government of that day to appoint a Committee of the House of Commons to inquire into the system of policing in London, and in 1829 a Police Bill, which became

law, was introduced by the then Home Secretary, Sir Robert Peel, on the lines of which the great Metropolitan Police, as we know it today, was formed. Strange as it may appear, and, although crime and disorder were rampant in London, much opposition was raised to the new organization, but as time went on the improvement was so apparent that the ridicule and opprobrium changed to admiration, and I think I am correct in saying that at the present time, throughout Great Britain, the Constabulary is regarded with great approval and even affection by citizens of all classes.

Throughout England and Wales, the earliest organization of Police divided them into two classes known as Town and Rural Police. The freemen of the villages, to whom the policing of rural districts was entrusted for centuries until the establishment of the modern system, represented the Parish Constables. In towns police work was done by the Town Watch, and that title is, in a modern form, the one retained by the Police Authorities of Cities and Boroughs to the present day.

In 1839, an Act of Parliament was passed to provide for the establishment of County and district Constables, and from that Act dates the formation of the County and Borough Police of Great Britain in its present form. It will thus be seen that although some form of Police existed in Great Britain, the modern English Police Force is of comparatively recent date. In the early days of the establishment of organized professional Police, the personnel and efficiency were not of a high standard, but from that embryo has emerged the present highly-trained Police Force. It would have been difficult 20 years ago to conceive that a great International Conference like this could even have been dreamed of. The machinery of Police work in the civilized countries of the world has of late years received the attention of experts, and today we meet on common ground to discuss the best means of linking up the arrangements throughout the world for combating crime and disorder. Civilization has advanced, but unfortunately on parallel lines crime has become more scientific. With the easy methods of transport existing today, crime is no longer parochial or even national, and I am sure it is the effort and even the ideal of every Chief Officer of Police present at this gathering to advance the efficiency of crime prevention and detection throughout his own country and throughout the world.

I have, perhaps, digressed a little from my subject by referring to past history, but I feel it is necessary in referring to today's organization to reflect on the origin of our great Service, and the circumstances in which it has developed.

As I have previously stated, the earliest police in England were described as town and rural police, and with that conservatism and dislike of change which is so typical of the English character, we still have in England and Wales county and town (city and borough) constabulary, and it may here be remarked that the organization in Scotland is precisely the same, but in that country the Police are under the control of the Scottish Office instead of the Home Office.

There is an apparently intricate yet really simple method of local government throughout Great Britain. The countries of England and Wales are divided into administrative counties, and for all local purposes, subject to control from Parliament and Government Departments, administration is in the hands of the county councils. Cities and boroughs have their own councils for the same governmental purposes, and amongst the powers of these local bodies is that of appointing police authorities. In counties the police authority is known as the Standing Joint Committee, and is composed in equal numbers of representatives of the County Council, and of magistrates of the county. In boroughs the police authority is a statutory committee of the Town Council known as the Watch Committee. The supervising government authority is the Home Office.

The county police forces formed under the above arrangements number 46 in England and 12 in Wales. There are 120 separate police forces of cities and boroughs in England and 5 in Wales, making a total of 183 individual police establishments in addition to the Metropolitan Force. All these forces are separately controlled and are entirely independent, and the areas and strength of the police forces present many anomalies. There are large county areas like Lancashire, the West Riding of Yorkshire, Durham, Glamorgan, etc., which have establishments of thousands of men, and there are small counties like Rutland and Radnor where the strength of the personnel is hardly that of a sergeant's section in the populous areas. The same variation exists in the cities and boroughs. There are the immense city forces like those of Liverpool, Birmingham, and Manchester (the last named force being so ably commanded by a gentleman present today, and whose name is known in most countries throughout the world where police forces exist—Sir Robert Peacock) and there are quite small towns maintaining very tiny establishments. To the casual observer the conditions appear chaotic, but, strange as these anomalies are, in practice the system works extremely well.

Local authorities (Standing Joint and Watch Committees) consist of unpaid persons—ladies are not ineligible—who are democratically elected, and to them is entrusted on broad lines the financial and general administration of the police service, but the executive control is the responsibility of the Chief Constable, which is the official designation of the chief officer of police in counties, cities and boroughs. As compared geographically to the vast area of the United States, Great Britain is a small country, but there are throughout England and Wales great contrasts in police requirements. Seaside resorts, industrial areas, agricultural country, densely populated cities, and mining districts all require different handling, and it is a distinct advantage that authorities and police officers generally should possess local knowledge and be in close touch with the necessities of the neighborhood in which they serve. There is keen esprit de corps in the various forces, and though independently administered the closest coöperation is maintained. The work is standardized, and Home Office Regulations are common to all forces. These regulations, amongst other

things, provide for a uniform system of training, discipline, promotion, leave of absence, pay, allowances and conditions of service generally.

Financial arrangements are not a matter of great interest to an International Police Conference, as there are so many varying conditions and different money values throughout the world, but finance in a sense takes an important part in the internal administration of the police forces of Great Britain. It may be mentioned that under the police regulations the lower ranks of the service (sergeants and constables) receive in every area exactly the same scale of pensionable pay. There is a slight variation in non-pensionable allowances according to districts, and the emoluments of senior officers vary within the scope of the regulations in accordance with the degrees of responsibility, the size of the areas, and the strength of the different police forces. The real important matter, however, in connection with administration is that the total expenditure is borne in equal parts by local funds and the National exchequer, and the Government contribution to each town depends entirely upon a satisfactory report on its police force.

To ensure efficiency to the Home Office standard, inspections of the various police forces are made by His Majesty's Inspectors of Constabulary, of whom there are two for England and Wales and one for Scotland. These important officers prepare annual reports in which their opinions and suggestions on the service generally are summarized, and if the administration of a particular force for any reason is unsatisfactory the certificate of efficiency is withheld. The consequence of that action is that the Government contribution towards the cost of the police force concerned is not paid, and the whole expenditure falls upon the local funds of the defaulting city. It will thus be seen that every police authority is naturally desirous of maintaining an efficient police force to the satisfaction of His Majesty's Inspectors, and that a Chief Constable who allowed his force to deteriorate until the efficiency certificate was refused would get short shrift at the hands of the Watch Committee by whom he was appointed. On the other hand it is conceivable, although in practice it rarely happens, that a police authority might take some administrative action such as the augmentation or reduction of strength, and incur the disapproval of the Government Inspector. In such a case the efficiency certificate would be withheld until the defaulting authority complied with the desires of His Majesty's Government as represented by the Home Office. The Conference will therefore appreciate that the varying forces must work harmoniously and efficiently, or their respective towns suffer a heavy financial penalty. The mere threat of withholding a portion or the whole of the Government grant is usually a convincing argument.

I do not desire to suggest that the periodical visits of His Majesty's Inspectors are bugbears to Chief Constables; on the other hand, the advice and suggestions which emanate from their great experience are always helpful, and I am quite certain that the majority of chief constables look forward to and welcome the inspections.



The Home Office has devised a coördination scheme which is in active operation, and under this arrangement Chief Constables meet as desired in areas (there are 8 areas in the combined countries) to discuss every subject which can possibly affect police administration. Similar arrangements are made by the Chief Constables' Association, but at these latter meetings we avoid discussion of matters relating to pay, pensions and conditions of service. The discussions at the latter meetings refer to the best methods of carrying out executive duties, and, what is of almost equal importance, the formation and cementing of personal acquaintance.

I trust that I have made it clear that although by the apparently peculiar existence of 183 separately administered police forces there are many causes which ensure uniformity of working, namely: Home Office control, police regulations and orders, Government inspections and meetings under the auspices of either the Home Office Coördination Scheme or the Chief Constables' Association. I am not suggesting that the English police force system is perfect, or that it should be universally adopted throughout the civilized world. Each country has its own particular difficulties, and has therefore formed a system which, in the opinion of its Government, is best adapted to meet the circumstances. In England, however, our system works satisfactorily. We are a democratic people, and county and city councils are proud of the system of local control, and I think would strongly resent the consolidation of the police forces under actual Government management. There is one point in which we differ from some countries, and certainly from the great country in which we are holding this Conference. By the sub-division of England and Wales into comparatively small police areas, every square inch of the country is under police supervision, and this fact is of great service to many Government departments which avail themselves of the police organization to assist them in their duties. The English War Office, Admiralty, Ministry of Labour, Ministry of Pensions, Board of Agriculture, Board of Trade, the Aliens Department and many other branches of national Government rely largely upon the police for assistance in their varied duties.

Locally, as well as nationally, the police of England and Wales are the handmaidens of the general public, and such duties as the following come within the province of the police departments:

Duties of Inspection under the Contagious Diseases of Animals Acts, Weights and Measures Acts, Food and Drugs Acts, Fertilizers and Feeding Stuffs Acts, Explosives and Petroleum, Fire Brigade duties, Shops Act, Local Taxation, Billet Masters, inspection of Domestic Servants' Registries, Common Lodging Houses, Hackney Carriages, and even in some towns the inspection of Licensed Boats, Beach Trading, Markets and Street Lamps. It is also not uncommon for police officers to act as assistant relieving officers for tramps and vagrants.

It would appear impossible in America, with its vast distances, for a police service to exist on precisely similar lines to

the English system, but I trust the Conference will have found it of great interest to consider the comparative systems.

In the earlier part of this paper I referred to the Home Office Departments, staffed by the Metropolitan Police, whose services are equally at the disposal of the Provincial Constabulary. It is obvious that the utility of the Fingerprint Department would vanish if individual forces in Great Britain kept their own records, and therefore the department is centralized in London, and provincial forces have the advantage of a department whose personnel is highly trained and exclusively employed upon those duties. The same remarks apply to the Criminal Record Office and the Publications Department. From the latter emanate the "Police Gazette" with its supplementary illustrated circulars, the Register of Habitual Criminals and similar publications.

The Special Branch issues to every Chief Constable a weekly circular giving information respecting associations and persons, whose actions are or may be subversive to law and order or a danger to the government of the country. It will thus be seen that each force, great or small, throughout the country, is supplied with identically the same instructions, publications and information.

The internal organization of the English Constabulary is the same in every force. The ranks are Chief Constable (in command), Superintendent, Inspector, Sergeant and Constable. In large forces the chief constable has an officer designated Assistant Chief Constable, and there may be some qualifications of the other ranks such as Chief Superintendent, Chief Inspector, Sub-Divisional Inspector and Station Sergeant. Detectives, clerks and administrative officers all bear the same ranks as the uniform patrol men.

Every constable, like Napoleon's soldiers, carries the equivalent to a Field Marshal's baton in his knapsack. In other words, he is eligible under the regulations for promotion through the various ranks to the highest position in the service, and the majority of Chief Constables of cities and boroughs join the service in the lowest capacity.

I have endeavored, in my somewhat disjointed address, to avoid statistics, which appear to me to be of little comparative use to the members of this Conference, but I would refer to the fact that the police of England and Wales exercise rather a moral influence than a compelling force. Roughly, the proportion of police to the population of the whole country is 1 per 700, and you will therefore realize that the retention of public confidence is of great importance in the English police service. The general public of our country do to a great extent trust their police forces, and we of the English police service are very proud of the confidence reposed in us. Our work is lifelong. We enter the police service as young men, and spend the whole of our working days in the service of the British public, and many of us continue to serve after the time at which we are qualified under the police law for superannuation. To be a member of the British Constabulary is today a position which is eagerly sought after by young

men of good education and standing. The lower ranks are well and even generously paid, and the service is an honorable and attractive one. Much yet remains to be done before perfection is reached, and it is the constant endeavor of chief officers of police to keep in touch with everything which may be informative or of benefit to the smooth working of their commands.

Our Conferences in Great Britain have been of great benefit in this respect, and I am sure I am voicing the view of every member of the delegation from Great Britain, that he will derive experience and pleasure from this great Congress in this great country.

Police officers throughout the world in these days of quick transport and modern science must move with the times and cannot remain insular. Meetings like this bring us into personal touch with brethren of the police service throughout the world, and I trust that many lasting personal and official friendships will originate from this gathering. Such relationships further the causes of justice and order in all countries, and I am perfectly sure that the interchange of opinions by the representatives of the many nations at this assembly will be of great advantage to us all in our efforts to prevent and detect crime, lawlessness and disorder in our native countries, the lasting good of which is so dear to us all.

Before concluding I would like to mention that in addition to the Government police forces of England and Wales, the great railway companies provide and maintain for the protection of the traveling public and for the safety of goods in transit their own police organizations. They work in the closest harmony with the county and city forces, and, to use a military term, they are in charge of the lines of communications. The British delegation to this Conference includes the Chief of Police of the Great Western Railway Company (Mr. J. H. Matthews), whose coöperation is of great assistance to the provincial forces through whose area his railway passes. His experience of this branch of police work is very large, and his views should doubtless be of special interest to those responsible for the protection of the enormous railways in this and other countries.

I am extremely obliged to you all for having listened to me so patiently. There may be some points of English police administration which have been left untouched in this address, and on which information may be desired. If such should be the case my colleagues and myself will be only too pleased, within our capacity, to give any information or explanation. Any financial or other statistics as compiled in His Majesty's Inspectors' Annual Reports will be gladly supplied. (Applause.)

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**PRESIDENT ENRIGHT:** In connection with the topic upon which you have just heard the discourse of Mr. Gower on organization of the Provincial Police of England, and Police Organization and Administration, the President of the Conference is pleased to recognize Sir Robert Peacock, who will be pleased, I hope, to amplify this subject. Sir Robert Peacock! (Applause.)

**SIR ROBERT PEACOCK:** Captain Gower, one of my fellow representatives to this Conference from England, has dealt with police work generally.

As I have been asked to speak on Police Administration, I think it will be of more interest to the Conference if I deal with the detection of crime pure and simple and also the apprehension of criminals principally from an international police point of view.

The efficiency of a police force depends to a great extent on the success of the work of the Detective Department. The selection of men for the detective branch of the force is a matter of very great importance, and there has been great divergence of opinion as to which class of men make the best detectives. From time to time attempts have been made to recruit the detective branch of the service from outside of the force; that is to say, from men who have not served in the uniform branch, but with very few exceptions in England such attempts have been failures. To be a really successful detective officer a man must live for his work. When an officer of this description is hot on the scent of a criminal he scarcely thinks of meals, and still less of rest. His day often runs to 16, 20, or even 24 hours in order to track down his man. Very few men recruited from the ordinary occupations of life, even if fitted, are prepared to make this sacrifice, and it has been proved that for successful detectives the authorities have to rely on men who, in the uniform branch of the service, have shown a natural aptitude for detective and criminal work—men who have developed a real love for the service and like the work for its own sake. Moreover, a real detective officer is born rather than made. He must have a gift for remembering facts, faces and names; he must be observant and self-reliant. In a large body of police there is always a certain number who possess these faculties to a degree above the average, and it is from such men that the detective branch of the service must, if efficiency is going to be attained, be recruited.

In most of the large forces in England a certain number of detective officers are attached to each Police Division to deal with the ordinary crime of the district, but when a crime of more than ordinary importance, such as a murder, occurs, extra men are drafted into that division to assist, and for this purpose the best of the detective officers from every division are selected. An experienced superintendent is released from his ordinary duties and he takes charge of the investigation and reports daily to the Chief Constable, and oftener if required. He may have 20, 30 or more men working on different lines of investigation, all reporting to him at frequent intervals either by telephone or otherwise, and in this way he is able to coördinate all their efforts, prevent overlapping, and see that no line of inquiry is overlooked. The larger forces are always ready to lend men to smaller forces when a crime of extraordinary gravity has occurred, and this practice is much to be commended, though in all such cases there should be only one controlling head, and preferably a member of the force in whose jurisdiction the crime has occurred.

Local knowledge is always a considerable advantage in cases of this kind. The work of a detective Force is, however, not confined to cases of murder, and in practice it has been found necessary to retain at Headquarters in large Forces a number of men who are specialists in their particular line. Some specialize in cases of commercial fraud, and this, by the way, is a branch of crime which calls for more attention today than at any previous time. Since the war commercial frauds have been perpetrated in greater numbers and on a more extensive scale than was ever known in England before, and, as many of the persons who commit this kind of crime are foreigners and as much at home in one country as another, they take advantage of the ease with which they can move from one country to another and shelter behind our complicated and unwieldy extradition laws. Other men specialize on indecent literature and prints. Others specialize on the administration of the Dangerous Drugs Act; others on the Firearms Acts, under which no person in England is allowed to carry a firearm without permit, issued by a Chief Constable. This Act has proved a most effective piece of legislation for the suppression of the illegal carrying of firearms.

In April and May, 1922, Judge John M. O'Connor, of the Illinois Appellate Court, who at that time was Chairman of the Chicago Citizens Committee, wrote me inquiring as to the powers of the Police in England in regard to:

(1) The restrictions on possessing or carrying firearms by the public, and

(2) The extent to which the Police were armed.

I gave him full information on the points named; also furnished him with a copy of the Firearms Act, 1920, by which the control of Firearms, Ammunition and Explosives is regulated.

The information supplied to Judge O'Connor was very much appreciated, and I have had letters from him thanking me for the information supplied which, he states, has been very beneficial to him as chairman of the Citizens Committee.

An Act in similar terms to the above would be a boon to the police of any country where the old pioneer spirit of defending one's own at the pistol point is still regarded as the first and most effective law of the land.

There is, however, much scope for improvement in connection with the detective branch of the Force. The introduction some years ago of the fingerprint system and the establishment of a central fingerprint bureau at New Scotland Yard was a tremendous step forward, and it is on scientific lines that we shall have to look for further advancement. I should like to see a more extended use of medical jurisprudence in cases of poisoning and the finding of dead bodies; microscopists in murder cases where it is necessary to look for traces of blood, hair, etc., or for the examination of clothes or stains on weapons or tools, clothing, footwear, etc. Experts in firearms, photography, hand-writing, fingerprints,

footprints, poisons and forgeries, can all be called in to assist the police in the investigation of crime.

It is too much to expect a detective officer to be an expert in all these things, but what he should know is in what way and under what circumstances an expert may be able to assist him. The establishment of schools for detectives where from a study of notable criminal cases of the past they can be taught how to cope with present day crime and criminals is very helpful. A most useful book, and one which ought to be studied by every detective officer, is the work of Dr. Hans Gross on Criminal Investigation, which, after being out of print for some time, has recently, I am pleased to say, been republished in England. No detective officer can be regarded as thoroughly efficient in the work until he has undergone a period of training in some such course of study.

Apart, however, from the training of detective officers, a great deal could be done if the Legislators and Courts in Europe, and America, would deal with criminals in a more practical and effective manner. It seems to be a perfectly reasonable proposition that when a man has made it clear that he intends to live by crime and to prey upon society in every possible way and on every possible occasion, society should take steps to prevent such a man from doing further mischief by incarcerating him for a prolonged period, and, in extreme cases, for the rest of his life. This detention need not necessarily be under penal servitude, but it should at least be under such conditions as to compel a man to earn enough to pay for his detention, and if he is a married man, a portion of his earnings should go towards the upkeep of his family. If such a system were brought into operation half the crime of Europe and America would be wiped out within a few years. An attempt on these lines was made in England by the Prevention of Crime Act, 1908, but I regret to say that the Act has been made almost ineffective by subsequent decisions of Courts which have put increasing difficulties in the way of obtaining orders for a period of "Preventive Detention," which is a prolongation of the sentence under modified conditions.

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#### THE PROMOTION OF POLICE EFFICIENCY, FROM A NATIONAL POINT OF VIEW

The foregoing portion of these remarks has been directed to the training and improvement of the individual officer and the individual Force, but crime knows no geographical limits, therefore, the Police System should be equally unrestricted. In England and Wales there are 58 County Police Forces and 123 City and Borough Forces, and in addition, there are the Metropolitan and the City of London Forces.

All these Forces are controlled, to some extent, by the Home Offices, especially from a financial point of view, but for the purpose of the prevention of crime each Force is a separate unit. It is true there is a spirit of helpfulness and of readiness to assist each other in times of crisis, and whenever a crime occurs which has

raised public feeling, but it is also true that each, to a large extent, is concerned primarily with crime in its own area, and crime in general, even serious crime, is too often regarded as the business of the particular County or Borough Police Force in whose area the crime has taken place. This should not be so. It is the business of the Police to prevent and detect crime whenever and wherever it may occur, and every Police Officer of every rank and in every Force should be brought to realize that as soon as he heard of a fierce crime having been committed, he should be on the alert and should use every effort to arrest the offender. Say a murder has occurred and the photograph and description have been circulated, every Police Officer in every Force, should be made to know and to feel he is bound not only to keep a lookout, but if necessary to make inquiries for the culprit. It is not enough to leave the newspapers to circulate the photograph and description. I may say here that whilst it may not be desirable in certain cases to circulate information regarding crimes and persons wanted, it has been found beneficial in many instances, and valuable assistance has been rendered to the Police by the publication in the Press of details of crimes and persons wanted in connection therewith. There should be an arrangement whereby Central Bureaus for the recording and distribution of information relating to crime and criminals should send out the information promptly and simultaneously to all Forces, so that every individual officer would have the information. I hold the view that any Country would be too small for a criminal to hide in for any length of time if only sufficient publicity were given to him and the Police throughout the Country, inland as well as at ports, were thoroughly interested and determined not to allow that man to pass them by.

During the last 50 years times and customs have changed. Fifty years ago there were few facilities for criminals to leave their particular district. There were no motor cars and railway travel was in its infancy. Today a man may commit a crime and be at the other end of the country in a few hours. A motor car is often part of the equipment of a high-class criminal of today, and even aeroplanes have been pressed into service. Quite recently I had an instance of a wanted man getting out of the country by means of an aeroplane. All this goes to show that the Police will have to be less parochial in their views, and will have to treat every crime, no matter where it occurs, as they now treat those crimes which happen to occur in their own particular district.

Recently there has been in England a considerable number of cases—might almost say an epidemic—where jewelers' shop windows have been broken in broad daylight, valuable jewelry snatched from the window, and the culprit driven away in a motor car before any one had time to realize what was happening. Instances have occurred where people have been killed as a result of a car being driven away recklessly after the commission of a crime. In some cases the men in the car have driven on to the footpath and right up against the window so that they had no necessity to leave the car. How can crimes of this character be countered? A Police Officer on foot is helpless, even if he happens to be near at

the critical moment; a mounted policeman is, if anything, still more helpless and useless. The man on foot cannot always be dispensed with, as he is required for other purposes; motor patrols in fast motor cars ready to take up the chase have become a necessity. They should be so equipped as to be able to hide their identity until they wish to disclose it, but immediately they take up the pursuit they should be able to show by some distinguishing sign that they are Police Patrols.

Every difficulty and obstacle should be put in the way of a criminal obtaining or using a motor car. Once a man has been known to use or knowingly to lend or to hire a motor car for the purpose of crime he should, by law, be prevented from owning or using a car in future. No Chief Officer of Police would think of giving a permit to a criminal to carry a firearm; then why give a criminal motorist a license to use a motor car if he is going to use it for illegitimate purposes. It may be said, of course, that refusing to license him would not prevent him from stealing a car, but it is a fact that in Great Britain the stealing of motor cars has been reduced to a minimum since the present system of registration was adopted. The reason for this is that a man in a stolen car would almost certainly be pulled up by the Police if only the description of the car had been sufficiently widely circulated, and, in any case, he would find a difficulty in disposing of the car if he wanted to raise money on it.

I must say, however, that the Police in England and Wales are very successful in the detection of crime. This is largely because the residents are most ready to help the Police in consequence of the good relationship that exists between the Police and the public generally.

In England and Wales in 1923 (which is the last published return) there were only 71 cases of murder, 100 of manslaughter, 69 of rape, 106 robbery with violence and 412 cases of wounding.

The people are very law abiding, and when it is taken into consideration that there is a population of 38,000,000 it is seen that crimes of violence cannot be considered excessive, and will compare most favorably with other countries.

In conclusion, gentlemen, I hope that the deliberations at this Conference will have the result of bringing about a better feeling and coöperation between the Police Forces of the various countries represented here and if anything I have said tends in that direction then I shall consider myself amply repaid for any trouble taken in presenting my views to you. (Applause.)

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PRESIDENT ENRIGHT: I am sure we are very grateful to Captain Gower and Sir Robert Peacock for the able discussions presented under this topic, both of which are very illuminating and very interesting to all the members of this Conference. The President of the Conference will be pleased to have General O'Duffy of the Civic Guard of Ireland extend the discussion under this topic, if he so desires. (Applause.)



**GENERAL O'DUFFY:** Mr. President and Colleagues: I should say at the outset that I feel honored at the privilege of being present at the Third International Police Conference, and of renewing my old acquaintances. I have met today very many familiar faces, faces that have lived in my memory since the very happy occasion of my first visit to America in 1923. The first question put to me by most of my friends was, How is Ireland? And if the Chairman would allow me, I would transgress for a moment by saying very briefly how Ireland is. It isn't on the agenda, but I wish the President's permission to give a general answer to that question.

Well, Ireland is very well, thank you. (Applause.) And Ireland is as peaceful today as any other country in the world, and much more peaceful than most countries in the world, and I am glad to say for her that our Irish Police Force is very largely responsible for that peace, which I think is a real and permanent one, if a police officer may venture to be a prophet.

Now that is by way of introduction. I would like to compliment, if I may, the two last speakers on the very able remarks on the question of organization. I don't wish to add very much. I am sure it would be superfluous, but, as I mentioned at the last Conference, we have perhaps in Ireland the newest police organization in the world. I came here to the last Conference a very young policeman. I think I was only three months old then—that is as a policeman—and I learned a great deal. Much of what I learned on that occasion I have tried to put into practice in Ireland since. The ideas that I got on organization and on administration were of great benefit to me in the work of building up a new police force.

As I said then, it was rather a difficult thing to start with a patrolman or with a constable, and build right up. We hadn't any officers of any rank, we hadn't any sergeants, we hadn't any constables. We had to start right in the beginning, and take the raw material from the hillside and make policemen.

Well, owing to the last Police Conference, and the exchange of ideas that we have had here, and above all, owing to my close personal touch with the Police Department of this great city, which is now famous the world over, I benefited a great deal, and I am now glad to say that we have in Ireland a police force that is equal to that of any other police force in the world.

Our organization is different altogether from the organizations in England or Wales or in America. We have a centrally controlled police force. We had on the occasion of the last Conference a metropolitan police force—that is, Dublin city was controlled and run by an independent police force, responsible direct to the Minister for Justice.

Since the last Conference that police force is amalgamated. At the present moment we have one police force in the country, spread over the entire country, with 930 stations, all responsible to one central headquarters. I don't know if there is any other

police chief today who has so many branches to look after. We find that is the best organization that we can have for our little country. We have not any great cities, except Dublin and Cork, but we have a very large number of small towns and villages. The smallest strength is a sergeant and four men. That is the smallest strength, and then we rank from that up to 100 men in the larger towns.

We have at our headquarters, in addition to the Commissioner, two Deputy Commissioners, and two Assistant Commissioners. These control all branches of the force. One of these is responsible for crime, the other is responsible for discipline, and the other is responsible for finance, etc.

We had at one time something like 2,500 men in training. These have gone to the country now, and our police force organization is very complete. The country is divided up into 21 districts, each division in charge of a Chief Superintendent. These divisions are broken up into districts, and on an average we have five districts in each division. These are controlled by a superintendent. The districts are again broken into sub-districts, and we have as high as ten sub-districts in a district. The sub-district headquarters is the station house, which is controlled by the local sergeant.

That very briefly is our organization. Each of these stations or branches is reporting direct to headquarters on various matters, and on matters that may wait they report through the usual channels.

We have also recently established a detective branch, something on the lines of the detective branch that has been discussed at the last Conference here. There are ten sub-headquarters over the country. These men carry arms. As I mentioned on the last occasion, and it appeared to most delegates to be rather peculiar, our Irish Police Force is unarmed. No member of the police force carries a gun of any description whatever, except the members of the detective branch. They are only 250 strong. It is considered a very serious offense and a breach of the regulations for a member of the force to be found in possession of a revolver. On one occasion about six months ago, two sergeants and six men thought that they should arm themselves in order to secure the arrest of a few rather notorious criminals in their district, and they went to the local military and secured seven revolvers. They captured their men, secured the arrest of these notorious criminals and brought them to justice. That done, they were brought up on a disciplinary charge and dismissed. We consider that it is not necessary in Ireland for the uniform policeman to carry guns. They rule by moral suasion rather than by force, and the people have taken kindly to them. They have looked forward to this for a long time, they have now what they want, and all sections of the people have a very healthy respect for the police force there.

I think that it isn't necessary for me to elaborate in any great detail in that respect. Their pay and emoluments are very similar to what they are in England. It is not of interest, I am

sure, to you. The principal point I want to stress is that we have a centrally controlled police force, and that it is working very well indeed.

Since I was here last I was called by the Government to the Army, and for that reason I have been rather out of touch with police matters. I would like to have been able to devote more time during the last six months in preparation for this Conference, because I appreciate very fully how much it means, and particularly to a young State like Ireland that is trying to build its way up, and to the officer who is responsible for the police force.

I appreciate what this Conference has done for us in that respect, and I appreciate how much a kind invitation from my very worthy friend the Commissioner has done in bringing Ireland into the International Police Chiefs. I have no doubt whatever that this Conference will be a worthy successor of the last, and that the result of our efforts will be crowned with success.

I thank you very much, Mr. President and Gentlemen. (Applause.)

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PRESIDENT ENRIGHT: General O'Duffy, we appreciate very much your very interesting remarks in connection with this topic, and I am very sure that I voice the sentiments of every one here when I say to you that we wish you would, if you have the opportunity during the Conference, or at least before you leave, write out in detail a full description of your organization in the Irish Free State. As you have stated, you have a very unique organization. It is something perhaps entirely new that you have constructed. It is a national police organization to begin with. It is operating efficiently, as you have related, and a description of your police system is bound to be of immense interest to every police organization in every country the world around. So if you please, we will be glad to place at your disposal every facility of our headquarters or our staff here, if you desire to make any charts or prepare any other data respecting your organization, and we would like to have that extended in the record, if you desire to do so.

This seems to exhaust what is written down with respect to this particular topic, Topic "A," "Police Organization and Administration."

Is there any one else who desires to speak on that particular subject which was the one outlined first by Captain Gower, and later amplified by Sir Robert Peacock and General O'Duffy? There will be opportunities for other papers, as you will see, under "B," but is there anything further under this particular division of this subject at this time?

If not, I will ask your indulgence before we go on with Topic "B," in order that we may hear from a very distinguished police official who is present here from Vienna.

I think during the last ten years high police officers, especially heads of departments, in most of the cities of the world, have had a most unusual experience of one kind or another, but I scarcely think that any single police officer anywhere around the world has had such a remarkable experience as has the President of the Police Department of the City of Vienna. He was President of the—I hope I am correct in what I state—he was President of the Police Department of Vienna under the Imperial Government. Upon the fall of the Empire, and while the Republic of Austria was in the course of formation, he remained at his post. There were no funds to pay the Police Force of Vienna. He had no orders or directions from the administrative officers of the Republic, and he was obliged to go forward, under whatever decrees had been issued to him as an officer of the Imperial Government. He had a most astonishing experience. He weathered one of the greatest political storms, and I might add one of the greatest police storms that I think any police officer has been called upon to face at any time or in any place. He has come through in a marvelous way. His wonderful and undaunted police army has practically kept the peace not only in Vienna but all over Austria.

I am sure you will be delighted to hear from his own lips the fascinating story that will be told to you by that most distinguished police officer, President Johann Schober, of the Police of the City of Vienna. (Great applause.)

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**MR. JOHANN SCHOBES:** Mr. President and Gentlemen of the Conference:

I thank first our honored President for his warm words spoken of me. I don't know that I deserve this praise.

I beg your pardon, gentlemen; I am a German and perhaps it would be better to speak German, but if you are kind enough you will be satisfied with my English.

I beg your pardon for a second time. My preparation was to speak to the Conference about the International Coöperation of Police, and for that speech I was prepared, but our honored President has decided that that will be another time, and I must begin without any preparation to tell you a few words about the organization of the police in Austria, and of my own work and the police's work during the fall of the old monarchy in Central Europe, *i.e.*, of the work the police had done to keep order and law in Middle Europe.

The Republic, Austria, has now 6,700,00 inhabitants, which is what remains of an empire with a population of 56,000,000. I was Police President during the war and when the Empire broke down, was still on duty as President of Police by Imperial appointment. The police in Vienna was at that time a state police; the Imperial Government paid the police officers; the President and several higher officers (assistants to the President) were appointed by the Emperor himself, the other officers were appointed by the Police President. The situation in Austria at the end of the war

became dangerous when, in October, 1918, the last Emperor of Austria, Charles, issued an Imperial manifest, in which he addressed the different nations of the Austro-Hungarian Monarchy and invited these nations to establish national governments. This invitation was eagerly followed by all the nations and so we had for a short time an Imperial central government and different national governments.

One of these national governments—it was the Hungarian—(Károly regime) ordered the national regiments from the army to return home to defend Hungary at her own frontiers. This was the break down of the Austro-Hungarian army in the field and the break down of the old Danube Monarchy. When the last Imperial government retired, I asked the Emperor to let me go away from my post. We had at that time a new German-Austrian government, and only three weeks later the Republic Austria was formed. In the meanwhile the Emperor himself had asked me to remain at my post and he dispensed me of my oath sworn to him as an officer of the Emperor; but also the political parties in our country asked me to stay. "We want order also in the Republic; you are no politician; you are a well-known police expert," were the words of these political leaders in pressing me to remain at my post. And so I promised at last to stay as long as it would be possible for me. It was an extraordinary and uncommon situation. In all the greater cities in Germany, in Berlin, Munich and many others the police chiefs were forced to retire or to fly, and politicians were appointed in their stead. In Vienna the Police President of the Monarchy, the representative of the former Monarchist system, was asked and exhorted to stay because he was believed in, because the political leaders trusted him to be an impartial and undaunted and reliable servant of the state.

We had no army. A great part of the soldiers of the old army, as far as regiments of the German part of Austria were concerned, were made war-prisoners at the Italian frontier, by a mistake concerning the day of the armistice; the others went back home; the regiments and battalions were dissolved. Only a few regiments came home as regular troops and, even that, formations were immediately dissolved. We had only the police in Vienna and in Austria, and this police, in a town of more than 2,000,000 inhabitants, consisted of 3,500 men. I can tell you that it is not my work alone, but the work of my men that I have to relate to you. From the first day that I became Police President, I had tried to be not only the chief but something like a father to my officers. When we had really no government, after the downfall of the monarchy, and my officers were asked in the streets, "What are you? Are you imperial police or are you the republic police?" They said, "We are Schober's Police." (Applause.)

One day I had to inform the new government that we should like to know what we were. I convoked of every district of Vienna one of the division for that district and informed what I had done that I had written to the new government, and that the new government had promised me to come to me and take our oath for the new regime. I asked my officers, through their delegates,

if they agreed with me, and they again responded, "We don't care who is head of you, as long as you are our commander."

In those terrible days when we had no army to protect the capital of a once powerful empire, the police did really brilliant work. You must know, the soldiers ran away as their oath had expired. The old empire didn't exist any more. We had the barracks empty of soldiers; the guns, the rifles, the machine guns were sold in the street by the soldiers who ran away. In these times the police had to take care of the military barracks, of the rifles, of the guns, and many other things. The soldiers arriving in the railway stations were waited for by the police and volunteer assistants, who fed the soldiers, but took away from them the dangerous weapons, which were a real danger in the hands of the hungry soldiers of a no more existing army without any military command. And all the soldiers who were not Viennese people by birth were sent to their country. And so the most critical point, the danger, that a mass of hungry soldiers might destroy Vienna were supervened. That was the first time the police had defended the City of Vienna, and not only the Republic Austria, but also Middle Europe.

The second time was when in our neighborhood, in Bavaria and in Hungary, a Bolshevik regime was established. In Vienna, in the capital of a new Republic without food and after years of hunger in Vienna, we kept the order. I assure you between Hungary and Bavaria it was not easily done. In these months (it was from February till 1st August, 1919), day by day, we had to defend the new republic against Communist attacks.

On the 17th of April the Communists tried a general attack against the Parliament. They set fire to the Parliament building, prevented the fire-brigade to extinguish the fire, shot against the police with rifles and machine-guns, but the police prevented any success of the Communists—they could not intrude the Parliament. Five police officers were killed, but the police had won the day and saved the Republic.

On the 15th of June, 1919, the Communists tried for the last time to establish a Soviet regime in Austria, in vain. I was informed about the preparations and did my best to prevent bloodshed as well as any success of their intentions. When on this day the first policeman was wounded by the rioters the police discharged. And twenty of the revolutionists were killed, but the Republic was saved once more.

The Chief of the Bolshevik regime in Hungary had sent millions of good gold crowns to Austria, but after five months of his regime, he was my "guest," *i.e.*, my prisoner, at the Police Headquarters in Austria. The International Commission of the Powers in Budapest had sent him to Vienna. He said, "My emissaries are worth nothing; your police is more. It has cost me 200,000,000 gold crowns and I lost. You are a good Police President." That was his praise for me. We kept him in Austria until June, 1920, and the Bolshevik regime broke down in Hungary not very long when it had broken down in Bavaria.

During the time of the Bolshevism in Hungary we were often in great danger, and the emissaries did their work as well as they could.

I have lost several good police officers who have given their lives to defend the private property and to keep order in Austria. We did not only our work in the streets in sacrificing our lives, but we had to act also otherwise for the Viennese population and for the Austrian people in providing food for all and milk for the children, medicines for the sick, and we had a very good help from a few distinguished American gentlemen, who at that time came to Austria. I mention to you before all Mr. Hoover, who did a marvelous work for Austria, and the police alone wouldn't have been able to do that all, if they were not supported by men with warm hearts, who were citizens of the United States.

One of them, Colonel Causey, now City Manager in Norfolk, was several years in Vienna, and I can tell you he was a very good friend of mine and has given me much good advice to strengthen the new government and to help our people.

It will interest you how great the confidence can be between the people of a state and the police chief. Two years after the downfall of the Empire I was three times asked by the political parties to form the government of the Republic, and for the third time I accepted and was one year the Prime Minister for Austria, besides that half a year Minister of Foreign Affairs, and half a year Minister of Interior.

I think this little sketch will tell you how many branches a police officer has to deal with, and I can tell you that I am proud of the public confidence the police work had in consequence.

When my time as Federal Chancellor, which is the title of the Prime Minister in Austria, had expired, I retired not only by the urgent request of the Government, but by all the political parties, to my post as Police President of Vienna.

I thank our honored President very much, that he has given me the privilege of giving you this little sketch, and let me add a few words about the organization of the police in Austria.

In Austria we have a uniformed force called "Gendarmerie" which does the police work in the country throughout Austria. The Gendarmes are paid by the Austrian Republic; they are appointed by the federal government, and their total number is 6,500. In every province there is a commander of the Gendarmes for this province. The highest officer is the "Gendarmerie-Central-Inspektor," a former army officer in the rank of a general. Besides the Gendarmerie every town in Austria and every municipality has her town police, which is paid and appointed by the town administration. Only in Vienna, the federal capital, and in the capitals of two provinces, *i.e.*, in Graz, and Salzburg, there is no town police, but a federal police (Statepolice).

In Vienna, in Graz and Salzburg there are "Police Directions," which means special boards of magistrates for the different

branches of police administration. As executive power in all these three cities, Vienna, Graz and Salzburg, the Chief of Police disposes of a uniformed police force called the "Sicherheitswache," which means "Safety Guard." Their number is 6,500 in Vienna, 600 in Graz., 100 in Salzburg.

Plain cloth officers (detectives) are 700 in Vienna, 80 in Graz and 30 in Salzburg.

The Chiefs of these police authorities are the "Police President" in Vienna and the "Police Directors" in Graz and Salzburg. The Police President in Vienna is also General Director of Public Safety for the whole federal Republic of Austria and has in this capacity also to control the "Gendarmerie."

Though we have suffered very much from the consequences of the war, our crimes are less than before the war, and I think it is the result of the police work which tries to prevent crime, not only to suppress crime.

We have in Vienna 22 police districts. Each district has also somewhat like a political administration, a local administration. We have in our police administration 270 academic men. That means men educated at the university who had to pass the examinations to become lawyers. By the influence of these men we do much for the education of our policemen in the streets. They are not only the magistrates, but they are the born leaders of the policemen who do their heavy and burdensome duty in the streets.

I had the privilege of showing Commissioner Enright our school and his praise was a satisfactory one for me. I have finished my speech. (Applause.)

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PRESIDENT ENRIGHT: We are very grateful to you, President Schober, for the exceedingly interesting story you have related to us respecting your experience as head of the Police Department in Vienna at the most critical time in its entire history.

I heard from you during my visit to Vienna a few years ago many remarkable details of that story which perhaps you didn't recall during your remarks or which perhaps you have reserved for another time.

Of course, we sincerely hope that so far as any of our capitals are concerned, or any of our great cities are concerned anywhere around the world, that no one will ever again be subjected to the harrowing experience that you were confronted with in Vienna. Still, that was a kind of experience that might be useful to some Police Chief in some country sometime, somewhere, and it is so extraordinary that I do hope you will see fit, sir, a little later on during the Conference, or before you depart, to give us the whole story in as much detail as possible, so that it may be extended in the records of this Conference. Nothing could possibly be of more interest, I am sure, and we will be glad to have the story with all of the detail that you are pleased to give to us. (Applause.)



Now, gentlemen, if there is no objection, we will go forward with the regular order, Division "B" of the general topic, "Police Organization and Administration." The President of the Conference is pleased to recognize Inspector General Mitchell of Australia for the discussion of this topic. (Applause.)

INSPECTOR GENERAL JAMES MITCHELL: Mr. President and Gentlemen: I feel somewhat diffident in following the previous speakers, from the fact that until I entered the room an hour or two ago I was not aware that the President was desirous of ascertaining anything as to Australian Police organizations.

However, with over forty years service in the New South Wales Police, I think I will be able to state briefly how we stand in respect to police affairs. Australia is divided into six states, particulars are as follows:—

State	Population	Area, Sq. Miles	Police Strength	Annual Cost
New South Wales.....	2,241,953	310,372	2,870	£1,207,246
Victoria .....	1,647,808	87,884	1,821	634,000
Queensland .....	834,113	670,500	1,135	414,945
South Australia .....	532,285	380,070	591	213,059
Western Australia .....	362,433	975,920	515	180,079
Tasmania .....	212,957	26,215	239	78,313
Northern Territory (Policed by Commonwealth Gov't)	3,638	523,620	32	16,011

New South Wales is the mother and premier state of the Commonwealth. Sydney, the Capital, is the largest city in Australia, the population is over 1,000,000. Melbourne, the Capital of the adjacent state of Victoria, has a population of over 900,000.

Some idea of the business transacted in Sydney and Melbourne may be gained from the fact that during the year 1922 and 1923, the tonnage entering the port of Sydney amounted to 9,000,000 tons while the tonnage entering the port of Melbourne exceeded 7,000,000 tons.

There are no Municipally controlled police services in any of the Australian States. The Commissioner or Chief of Police for each state is responsible for life and property in any portion of his territory. The Police services are controlled from the capital cities, viz.: Sydney, Melbourne, Brisbane, Adelaide, Perth and Hobart. As Inspector General of the Police of New South Wales I am directly responsible to the Chief Secretary who is ministerial head of the Police Department.

The first attempt to form a police force in New South Wales was in 1833, when magistrates in New South Wales were empowered to select suitable men for police duty.

After the discovery of gold in 1851, it was found that a better police system was necessary, and in 1862, the New South Wales government passed a Police Regulation Act and that act provided for the control of the police throughout the state being

placed under an Inspector General, who would be subject to the direction of the Chief Secretary of the day. The State was divided into districts with a superintendent in charge of each. The first Inspector General under the new act was the late Edmund Fosbery, who was Inspector General of Police for over 40 years. He was a most able and excellent officer. Then followed Mr. Thomas Garvin, and Mr. Ernest C. Day. I have been Inspector General of Police since 1914 and you police officers who have carried the responsibility of managing police affairs during the war will understand what that means.

General O'Duffy has sketched out to you the system under which the Civic Guard of Ireland is organized, and his remarks can largely be applied to New South Wales, consequently there will be no necessity to elaborate details, but if any delegate present desires information I will be only too glad to furnish same.

In New South Wales we have hundreds of Police Centers apart from the big city of Sydney. The majority of our country stations are policed by one man, and are known as one man stations. The constable in charge is invariably a mounted man, and may have a patrol area extending from two hundred to six thousand square miles of country where he will be the only government executive officer in that area. Through his hands pass the whole of the executive business of the locality, and he also is responsible for the preservation of good order and detection of criminals in his area. In some instances such men are provided with a black tracker, but usually our mounted men will track as good as any aboriginal. The mounted constable on such stations holds numerous appointments including acting clerk of Petty Sessions, etc. They generally are a very fine type of police officer and I am very proud of them.

The mounted police of Australia will compare with any similar body of men throughout the world.

At the interstate conference of Chiefs of Police held in February last, a few weeks before I left Australia, I was officially requested to convey to you, Mr. President and Members of the Conference the good wishes of Mr. A. Nicholson (Melbourne), Commissioner of Police for the State of Victoria, and Mr. W. Ryan (Brisbane), Commissioner of Police for the State of Queensland; Brigadier-General Raymond L. Leane, C.B., C.M.G., D.S.O., M.C. (Adelaide), Commissioner of Police for the State of South Australia; Mr. R. Connell (Perth), Commissioner of Police for the State of West Australia; Colonel J. E. C. Lord, C.M.G., D.S.O., V.D. (Hobart), Commissioner of the Police for Tasmania. I can assure you that any of those gentlemen will readily render any assistance in the public interest in respect to police affairs in their States.

I have also been requested to convey to you the good wishes of Mr. A. H. Wright, Commissioner of Police for the Dominion of New Zealand. Commissioner Wright controls a force of one thousand and fourteen men policing a territory of 103,862 square

miles. The system followed in respect to organization is practically on the same lines as in the Australian States. I can assure you Mr. President and members of the conference that Commissioner Wright will always readily afford information in all matters affecting the public interest. I am extremely glad that it was possible for my wife and myself to be able to attend this important International Police conference at our own expense and I take this opportunity of expressing my thanks for the courtesies and kindness extended to us since we entered the United States of America.

There are representatives here from Seattle, Portland, San Francisco, Los Angeles, Hollywood, Kansas City, Chicago, St. Louis, Buffalo and Boston, and to these Police Chiefs I offer my sincere thanks for their courtesy to me when visiting their respective centers. To Chief Long, of Vancouver and Chief Dickson of Toronto, Canada, I am under a debt of gratitude for the pains they took to make my visit to those centers enjoyable.

Mr. President, I don't know how to thank you. You have placed Lieut. Nelson at my disposal together with a car. Mr. Bruno of your reception committee also could not do enough to afford me facilities to see New York City and the working of the New York Police. I have taken full advantage of those facilities and have worked hard. As I mentioned, with forty years police experience, one soon finds out the loose joints in a police machine and I say it with pride that I am extremely pleased that it was my good fortune to inspect the New York City administrative buildings, methods and appliances, and I know of nothing to equal them in the wide world. Several years ago I was able to have a passing glance at police services in Paris, Brussels, Copenhagen, Hamburg, and other continental cities, but the organization there to my Australian ideas, is on too militaristic lines to justify a close investigation. We, like yourselves, train our men to be courteous, civil, and obliging, without wasting time on anything approaching autocratic or militaristic discipline, and we get wonderful results. In times of industrial disturbances the carefully trained constable with tact and discretion in handling crowds of law abiding citizens can get all we desire by firmness, courtesy and good humor.

Since my visit to the United States I have found that the Chiefs of Police in some instances are not aware that we possess an Australian Flag. With your permission, therefore, Mr. President, I will show you an Australian Flag so that no one may plead ignorance in future. (Applause.)

This, Gentlemen, is our Australian Flag, carried by the Australian Armies at Gallipoli, Palestine, and France. I have met many American Military Officers who served in close proximity to Australian Divisions from time to time, and carry back many kind messages to Australia to men in my own force who served in France during the World War.

Mr. President, I thank you for this opportunity of addressing such an audience.

**PRESIDENT ENRIGHT:** Inspector General Mitchell, we appreciate very much your exceedingly interesting remarks respecting your organization in Australia. We are grateful to you for the message that you bring from the Commissioners of Police of the various states of your Dominion. I can assure you that their sentiments are thoroughly reciprocated by the delegates to this Conference and won't you please convey that message to them.

I want to thank you also for the message you bring from our friend, Commissioner Wright, and for the extremely fine consideration extended to the men of the American Fleet during their recent visit to Australia. Owing to circumstances over which we have no control, I am afraid we wouldn't be able to extend the same courtesy to your fleet if it came to New York. (Laughter and applause.)

The President of the Conference is pleased to recognize Mr. Joao Marques Dos Reis, Chief of Police from the Republic of Brazil. (Applause.)

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**PROF. J. MARQUES DOS REIS** (Chief of Police, Bahia): Mr. President and Gentlemen: I feel great pleasure and honor in speaking before this assembly, composed of representatives of the police of the world.

My difficulties increase on account of the circumstances of my not being able to speak English fluently. I am a Brazilian and I should be very happy in speaking in my language because in such a case I should be better able to make myself understood and explain my thoughts and opinions.

I have received an invitation from the prominent President, Commissioner Enright, and I came not to teach, but to learn; not to exhibit, but to observe.

Brazil has been long ago interested in the police work. And especially since 1905, when we took part in several Police Conferences. These were held in South America and in 1918 the Chief of Police of Rio de Janeiro called a conference of judiciary police which produced great results.

I have no address to present to this great Conference. I have brought with me some papers, photographs and remarks which will be on exhibition at the Waldorf-Astoria Hotel about the service of identification in Bahia, my native state, of which I am the Chief of Police.

I am going to say something about the police organization in Bahia, especially concerning the service of identification.

Bahia, as you know, is one Federate State of the Federal Union of Brazil and according to the system of government, Bahia has its own police organization.

Bahia has a population of 3,000,000. Its police force is divided into civic and military police, having 4,500 men. The police in Bahia has in hand the conviction of criminals, and carrying

on the necessary coöperation looking for the ultimate improvement of the community.

The Identification and Statistical Bureau of the State of Bahia was created by Law No. 822 of August 11, 1910, installed on April 11th, 1911, and reorganized by Law No. 891 of June 10, 1912, which imposed upon it the duty of organizing and publishing the police and judicial statistics of the State.

In addition to the statistics, it attends to all the necessities of the Civil, Police and Judicial Identification.

The system of identification adopted, which serves as a base for the classification is the fingerprint system of VUCETICH. The individual fingerprints of about sixty thousand persons are filed.

The Bureau makes the identification in two Registers: The civil, in which are inscribed the persons of good antecedents, who wish to possess a document which proves instantly their personal identity (a pocketbook, identity certificate, and passport), and the General Register, in which are classified the delinquents and transgressors.

From the Civil Register appears information concerning the name, descent, age, nationality, birthplace, civil state, profession, education, religion, height and residence, photograph of full face and profile, morphological descent, and descriptive examination, chromatic notes, description of marks, signs and tattooing, visible in ordinary life, without undressing.

Every citizen identified civilly, at his own request, by means of a petition addressed to the Secretary of Police, receives a pocketbook, which is equivalent to an ordinary sheet—a chart of good conduct—with the information alluded to above, with the exception of the morphological descent data, which are only inscribed on the page of the Register, which remains filed in the bureau.

The Police Officers of the State, including the personnel of the Military Police, Guards of the State Prisons, etc., are also compelled to be civilly identified, and they receive an identity certificate, more or less identical with the identity pocketbook; and this model is also furnished to those who are employed in domestic services, professions of the streets, etc., by means of an application made to the Director of the Bureau.

The Bureau also concedes certificates of antecedents, electoral cards and safe-conducts, to persons who apply for them by petition addressed to the Secretary of Police or to the Directorate.

The Criminal Register gives the data already referred to with reference to the civil identification, and further data of imprisonments and identification, number of the document which accompanies the man identified, designation of the authority which applies for the identification, the reason, the form of imprisonment, chronological data of the trial, acquittals and the reasons for same, photograph and morphological descent.

Of the delinquents identified there are sent to the prosecuting authorities, in order to be annexed to the respective records, cards with the fingerprints of the accused, which are replaced by sheets of antecedents (when treating of repeated offences), referring to former imprisonments and trials.

The Bureau has also an archive of plates of those criminally identified, which are kept there while the sentences are being completed, a gallery of confirmed thieves for the references of the authorities and persons who may have been victims of robberies, a library, just started, with works and special reviews on scientific identification and policing.

The Criminal Register has annexed to it, the service of memoranda of repeated offences, from which there appear all the data already mentioned from this register, and the weight, body measurements, taken according to the method of Bertillon; individual fingerprints, impressions of the palms of both hands and the soles of both feet, by the method of Stokes, photographs of full face and profile to a scale of 1.7, information on the personal and family antecedents of the delinquent, with reference to his conduct in society and in the family, information as to diseases, illnesses, aberrations, or deformities, physical, moral, or intellectual, family or personal, hereditary or acquired, state of health at the time, vices, such as alcoholism, excessive use of tobacco, morphia, cocaineomania and others. The result of somatic examinations to prove the sensitiveness, physical and moral, activity, memory, information about the principal events of the life of the delinquent, of his ancestors, descendants, and collateral relations; information supplied by the police, both national and foreign about the delinquent, obtained by means of exchange cards despatched by the Bureau; notices from the Press, and all the notes collected about the life of the person under consideration. These memoranda collected together will furnish statistics and information useful to the Police, the Court and to those amongst us who dedicate themselves to subjects of criminology, relative to the exact knowledge of the crime whether accidental or professional, of the specialty of the crime and of the degree of temerity of the criminals, assembling the bases for the secure and profitable study of crime as a biologico social phenomenon, as the criminal sociology requires.

The exchange of information about criminals is made regularly between the national and foreign police, by means of exchange cards.

The external services of photography continue to be carried on, such as photographs of corpses of unknown persons, found in the public roads, photographs ordinary or to scale, by the Bertillon system, with topographical plans of the places of crimes, fires, and accidents with precise regularity the Bureau has carried on the work of proving the identity of corpses of unknown persons found in the public roads victims of crimes or accidents, persons drowned, suicides, etc., as well as indicated to the authorities, in order that they may be arrested, the perpetrators of crimes, identified by the knowledge of the impressions of the fingers, palms

of the hand, and footprints existing in the locality of the crimes, or proved by articles found on the spot.

Many graphic studies have been made in the Bureau by the respective Director, in bank notes, signatures, the text of writings, letters, powers of attorney, deeds, and various other documents, falsified or suspected of falsification, many of them concluded with positive results, proved by the respective technical processes, scrupulously and judiciously utilized.

I thank you.

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**PRESIDENT ENRIGHT:** I want to thank Mr. Dos Reis for the interesting discussion he has given this Conference upon the police organization in Bahia.

We will be very glad now to hear from Honorable Ernesto Merino, Secretary of the Police Department of the Capital City of Chile. (Applause.)

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**MR. ERNESTO MERINO S.** (Secretary of Prefecture, Santiago, Chile): Mr. President and Members of Assembly: The main object of this International Conference is to promote coöperation and coördination of effort among all the police forces of the world. The interest in this kind of conference is becoming greater every day.

The government of my country fully realizes the immense part which police efficiency plays in the maintenance of public order and the just exercise by citizens of all their rights. It has, therefore, not wished that the police of Chile should remain unrepresented in this Conference and has designated our Consul-General in New York, Mr. Gustavo Munizaga, and the present speaker, as its delegates to the Conference.

If our ideal is to be the promotion of contact between the police forces of the various countries, then the first requisite for the realization of this aim is absolute coöperation within the police force of each country.

Toward this latter purpose tended the efforts of the National Police Conference held in New York in 1921. And toward practically the same end is directed the organization of the National Police Conference to be held in each country, as proposed in the Conference of 1923, in the plan presented by the worthy representative of the Argentine Republic, Mr. Etcheverry.

The government of my country has authorized the representation of the Chilean Police in this most interesting assembly, not only because, as I have said, it fully realizes the great benefits of Conferences of this kind. Still another circumstance has influenced its determination. And this is, that in the period of time since the last Conference, important improvements have been made in the police service of Chile, which signify a great step in the direction of attaining efficiency in the police force, which should be the aim of every country represented in this Conference.

It has been possible in Chile to bring about by means of laws, the unification of the police forces in all parts of the republic. In addition, the personal identification service has been definitely organized throughout the country for all persons residing in the national domain, both citizens of the country as well as foreigners. They are now obliged to secure an identification card and to renew same every four years.

Chile has thus made progress in its police service, in accordance with the desire for improvement, aroused by International Conferences of this type. The fact that full charge of the entire police force of the country has been intrusted to a General Police Direction will simplify the matter of coöperation with similar bodies in other countries.

Last year my country was fortunate enough to receive a visit from the distinguished and able Police Commissioner of New York, Mr. Enright, who is the foremost promoter of international police coöperation. We were then proud to be able to point out to him these improvements.

I wished to make these few general remarks in order to justify the representation of the Chilean police. The members of this Conference could not be expected to have any interest in Chile or its delegation if they felt that she had not carried out any of the plans for progress and coöperation which this assembly has as its ideal.

In the name of the police of Chile, and especially on behalf of the Head of the National Police Department, Mr. Julio Bustamente, who has been the moving spirit in the project of police unification in my country, I beg to present to the President and members of this assembly, most cordial greetings and assurance of friendship and sincere desires for the success of this Conference.

For ourselves, we, the delegates from Chile, desire also to personally voice the same sentiments and the speaker, besides, takes this opportunity to express his sincere thanks to the Department of Police of New York for its courteous attentions during his stay in this great city.

In order to make practicable the proposals of coöperation suggested by the International Police Conference, it is indispensable that the various police forces of the world should have an understanding of each other.

Then allow me, gentlemen, to furnish in general the actual police organization of my country.

The Republic of Chile, united and indivisible, has a popular representative government. Its territory is divided politically into provinces, which are subdivided into departments. These latter are further divided into territorial sections of minor importance.

The executive power is held by the President of the Republic, who governs the state and is the head of the nation. The political



and administrative heads of the provinces and departments are subordinate to the central authority vested in the President.

The President of the Republic exercises his authority in all that concerns the central government through the Secretary of State of the Department of the Interior, to whom the police force is subject.

With the establishment in Chile of the autonomous commune in 1891, the organization and maintenance of the police force was given over to the municipal councils.

For the purpose of improving the police force, law No. 344 was passed on February 12, 1896. By the provisions of this law the maintenance of the police forces in the capitals of the provinces and departments would be with government funds. The central authority of the police force would be held by the President of the Republic.

Thus, since 1896, the President of the Republic has had, by means of the Department of the Interior and the intendents and governors, the immediate supervision of the police forces in the capitals of provinces and departments.

Until September, 1924, the different police forces lacked technical uniform organization and unity of management necessary to form a single unified body. And this, notwithstanding the fact that they were government institutions under the jurisdiction of the President, with the same regulations and submitted to the same authority as the General Police Board.

Improvement of the police force has always been one of the principal worries of the Government of Chile. Expense has not been spared to attain this end, for it has always been clearly understood the important role played by a good police force in the maintenance of public order and the proper exercising by citizens of all their rights.

On the 8th of September, 1924, Mr. Arturo Alessandri, President of the Republic, ordered the promulgations of law No. 4052. This statute determined the fundamental principles of the organization of the police force in Chile.

Article I of said law decrees that: "The police forces of all cities which are capitals of departments, are hereby united to form a single body under the supervision of the General Police Direction, which will be in Santiago."

The principal bases of police unification are, in short, as follows:

- (a) Single authority.
- (b) Division of the country into zones for better supervision by headquarters.
- (c) Adoption of a scale of ranks and promotion of the appointed personnel on a strict basis, which will permit efficient selection and assure justice in and opportunity for promotion.

(d) Technical preparation for the police career, to be commenced on leaving the special schools.

(e) Just wages in accord with the necessities of life.

(f) Retirement of members with pension for length of service, for relative or absolute disability for further service and for age.

(g) Pensions to family of members who die in line of duty.

(h) Encouragement of a spirit of social and economic coöperation among the personnel.

The law of police unification of September, 1924, determined that the identification service in Chile should be under the supervision of the General Police Direction.

The enormous importance of this branch of public service has caused in Chile to be organized on a definite status the activities of the personal identification service.

Founded in 1899 as a result of the hopes of the police force of Santiago, but on a rudimentary plan, the identification service now constitutes a most interesting organization with offices throughout the entire national territory, in all the capitals of provinces and departments with the Central Bureau in Santiago.

In addition to the notable development of the organization itself, it should be noted also how much recognition has been made by the government and public opinion in Chile of the indisputable value of the service.

On October 7th and November 18th, 1924, were issued the law decrees which gave definite organization to this service, since one article of the first of said decrees reads, "This service is indispensable in modern societies as a guarantee for the safety of the inhabitants."

The establishment of this service, using the Juan Vucetich system and the Bertillon morphological description plan, has been made on the basis that it is obligatory.

All residents in the territory of the Republic, both citizens and foreigners of eighteen years of age or over are obliged to obtain identification cards and renew them every four years.

The value of identification cards has been recognized for some time by thousands of persons, who have voluntarily applied for them at the various bureaus, formerly existing, for use in everyday life. Thus the law, which makes it obligatory to obtain an identification card, was received in the country as a convenient measure.

The identification card or booklet is considered sufficient document to prove identity of holder in all public or private acts in which it may be shown. This gives to the card an important legal value.

In order to give an idea of the work performed by the Central Identification Office in Santiago under the direction of the

Inspector Chief of Identification, Mr. Luis Leiva Salas, since its foundation in 1899 as a branch of the Detective Service of the Santiago Police Force, it is fitting to cite the following data, which represents in approximate figures the number of persons registered in said office up to date:

YEAR	NUMBER OF PERSONS
1899 .....	254
1900-1905 .....	14,000
1905-1909 .....	14,000
1910-1914 .....	28,010
1915-1919 .....	78,000
1920 to date .....	326,000
Approximate Total .....	460,254

The police of Chile, who have gained throughout the entire country a reputation as a disciplined body, entirely devoted to the exercise of their worthy duties as guardians of the peace, have seen in this law the fulfillment of their hopes for progress, in accordance with the principle of coöperation which is the basis of all modern activities.

The unification of the Chilean police force signifies permanent coöperation and coördination toward a common ideal, and thus in consequence it means progress. I thank you, gentlemen. (Applause.)

(The material below was filed by Mr. Merino, to be made a part of the record:

#### PRESENT POLICE ORGANIZATION

As concerns supervision and efficient functioning of the force the national territory is divided into five zones, each one in charge of a Chief of Police, who is immediately responsible to the General Direction. The police chiefs of the departments are therefore responsible to the heads of the police zones.

#### POWERS AND DUTIES OF THE GENERAL POLICE DIRECTION

The organization and distribution of personnel are the duties of this body, also the nomination to the government of officers, the supply, maintenance and all the other duties of the staff of an armed force. These powers may be delegated by the General Direction to the chiefs of zones and departments without detriment to the prerogatives accorded by other laws to the intendents and governors, as political and administrative chiefs of provinces and departments.

#### SCHOOLS FOR POLICEMEN AND DETECTIVES

For the training of future subaltern officers of the police and personnel of the detective force, a school has been established in Santiago for policemen and another for detectives. An equal number of students is chosen from each of the five police zones by means of a competitive examination.

The courses of study are determined by the faculty of the schools, and the professors are appointed by the President of the Republic or the proposal of the head of the Police Direction. The salaries, determined in the national budget, compare favorably with those of any other public office.

For admission to the school, preference is given to those policemen who first comply with the requirements for candidates. Members of the police force who enter the school continue to receive their pay, while those who have not served in the force receive a yearly salary of 3,000 pesos.

#### RANKS, POSITIONS AND SALARIES

The personnel of the force is selected either by governmental appointment or by contract. It is composed of police and civil officials. Those later, if appointed by the government, come under a different rank assimilation, from Sub-Prefect to Brigadier.

By order of rank, the names of the different police grades are as follows:

General Director	Sub-Commissioner
Sub-Director	First-Class Inspector
Prefect	Second-Class Inspector
Sub-Prefect	First-Class Sub-Inspector
Commissioner-Inspector	Second-Class Sub-Inspector
Commissioner	Brigadier

The civil personnel chosen by governmental appointment are as follows:

The members of the general board, the secretaries of the prefectories, doctors, dentists, veterinarians of the sanitary corps, police advocates, paymasters, chaplains, quartermasters and office employees, as far as the grade of third-class official.

The law of establishment determines the pay of the aforesaid police and civil personnel.

The personnel of the police force is composed of first and second-class policemen, dragoneantes, and third-class policemen of the section of order, and first, second and third-class detectives of the section of investigation. The other minor employees, such as apprentices, armorers, clerks, telephone operators, chauffeurs, etc.

This hired personnel is chosen by the police chiefs with the approval of the zone chiefs for the offices of first and second-class policemen and detectives.

At present this personnel is fixed annually in the national budget by proposition of the General Direction, with the audience of zone chiefs.

Salaries, maintenance and assignment of all personnel are determined by law. The contract employees are divided into three classes, according to the importance of the police office and the necessities of life. These classes are set forth in the appropriation law.

## **RANKS AND PROMOTIONS**

The General Police Direction has in its charge the elaboration of the scale of ranks of chiefs, officers and civil employees selected by governmental nomination.

Those police and civil officials who have attained the rank of Sub-Commissioner are considered chiefs and the others are officers.

The offices of chief and officer are awarded by strict order of rank. In filling vacancies, preference is given to merit over length of service. However, the office of head of the force may be awarded directly by the President of the Republic without being subject to the aforementioned law.

Only those may be appointed brigadiers who have finished the complete course in a police school. In exception to this rule, first-class policemen who have held this rank for more than four years, have displayed competent and unquestionable conduct; first-class detectives who have distinguished themselves and shown ability, may be proposed for brigadiers of the section of order, and sub-inspectors of the department of investigation, respectively, without being obliged to take the course.

The classification of all the appointed personnel is made annually in order to determine their ranks and promotions. For the promotion of officers and employees of the hired personnel, competitive examinations are necessary.

## **RETIREMENT, DISABILITY, PENSIONS AND BONUSES**

(a) Police officials selected by governmental appointment and civil officials of all classes may be retired from the force after completing thirty years of service. Policemen, dragoneantes, and detectives may be retired after twenty-five years of service.

(b) The right to retire is also allowed to all members of the force who, after ten years of service, find themselves incapacitated, either physically or mentally, for continuing in service.

(c) Retirement on account of the causes enumerated in paragraph (a) carries with it the right to a pension equal to the entire salary of the employee. In the cases of disability mentioned in the preceding paragraph, the pension is equivalent to the amount of the salary divided by thirty or twenty-five and multiplied by the number of years of service.

(d) Partial or absolute disability suffered in performance of duty, or as direct consequence of same gives the right of retirement even when the employee may not have served ten years.

Partial disability gives the right to a pension equal to the amount of the salary, divided by thirty and multiplied by the number of years served, and not less than one-half of the salary received at the time of the accident. The pension for total disability is equal to the entire salary.

Disability is partial when it incapacitates the employee for further service in his position. It is total when it also incapacitates him for earning his living in other ways.

(e) By performance of duty is understood fulfillment of an obligation, determined by regulation or ordered by superior authority.

(f) Years of service in other government positions may be counted for retirement of policemen with more than ten years of active service.

(g) Police employees are subject to involuntary retirement, which gives the right to a pension equal to the amount of the salary divided by 30 and multiplied by the number of years in service, at the following ages: Prefects, 60 years; sub-prefects, 58 years; commissioner-inspector, 56 years; commissioners, 54 years; sub-commissioners, 52 years; 1st and 2nd class sub-inspectors, 45 years; brigadiers, 40 years; 1st class policemen and detectives 55 years; 2nd class policemen and detectives, 53 years; 3rd class policemen and detectives, 50 years.

The age limit is extended three years for chiefs and officers of the detective service.

(h) The hired personnel of the police force has the right to a bonus or additional salary for each year of uninterrupted service.

(i) The family, i. e., the widow, legitimate minor children or widowed mother of a policeman killed in line of duty has the right to the entire salary of the deceased. After ten years they will receive a pension equivalent to 25 per cent. of said salary.

It is the duty of the President of the Republic to issue the decrees necessary to attain the various ends of police service, in accordance with the provisions of the Law of Organization.

## IDENTIFICATION SERVICES OF CHILE

Number 26—Santiago, October 7, 1924

WHEREAS, The personal identification service has already been established in several cities of the Republic, by simple common laws;

Said service is indispensable in modern societies as a guarantee for the safety of the inhabitants:

That there is public utility in thoroughly organizing this service.

The Council of Government has passed and issues the following:

### DECREE LAW

ARTICLE 1. There is hereby established throughout the Republic the service of obligatory personal identification according to the John Vucetich system and to the morphologic description of Alphonse Bertillon.

**ARTICLE 2.** The identification service shall be subject to the General Police Direction, and shall be in charge of a Central Bureau, having its seat at Santiago, and of bureaus in the main towns of provinces and departments. It will be their duty to frequently make the rounds of the department in order to facilitate the generalization of the service.

**ARTICLE 3.** The bureaus shall be under the immediate supervision of the district police authorities, while technically subject to the Central Bureau.

**ARTICLE 4.** It shall be the concern of the identification bureaus:

1st. Registration of persons and all operations regarding personal identification.

2nd. To distribute the booklet or identification card.

3rd. The distribution of certificates of conduct.

4th. To keep record books and make notation in them of all judicial and police records which shall consist of documents signed by the proper officials.

5th. To formulate statistics of criminals.

6th. To give information on any of the said points that executive or judicial authorities may require.

**ARTICLE 5.** All citizens and foreigners residing in the territory of the Republic, who have attained eighteen years of age, shall be required to secure an identification card and to renew same every four years.

The following are free from this obligation: cloistered monks; all persons living in insane asylums or workhouses; all those sentenced to prison, penitentiary or confinement, while the sentence lasts; and all those unfit to do any work.

**ARTICLE 6.** The card shall be sufficient document to prove individual identity in all public or private actions in which it may be presented, and as such, it shall have a legal value, but any card which has not been renewed every four years, as stated in the preceding article, shall have no value and its owner shall incur the penalties enumerated in the following article.

**ARTICLE 7.** Any infringement on Articles 5 and 6 shall be punished with a fine of sixty pesos commutable to a day of imprisonment for each twenty pesos.

**ARTICLE 8.** It shall be the duty of the secret police to look to the exact fulfillment of the present law, and they have the power to demand of any person, when deemed fitting, their booklet or identification card. Refusal to show same on demand constitutes an infringement that shall be punished with a fine of no less than twenty nor more than sixty pesos, commutable to one day of imprisonment for each twenty pesos.

**ARTICLE 9.** There shall be three kinds of identification cards, according to their quality; first-class, with a price of twenty pesos; second-class, with a price of twelve pesos; and third-class, with a price of six pesos. It shall be left to the will of the purchaser to make the choice of these cards.

Said price shall be paid by means of tax stamps to be affixed to card; said stamps to be cancelled with the seal of the proper bureau. This price may be changed by governmental decree when the cost of registration would so advise.

**ARTICLE 10.** Identification services shall be entirely governmental. Private bureaus that are in existence to this end shall be abolished, and their establishment is forbidden for the future, under penalty of fine of one thousand pesos, besides the immediate closing of the bureau and the requisition of furniture and equipment with which it may be provided.

**ARTICLE 11.** It shall be the duty of identification bureaus to take the number of dactiloscopic records of each person registered, that shall be necessary for exchange of records between the different bureaus in the country and abroad with which agreements on the matter may exist.

**ARTICLE 12.** All information given out by identification bureaus, identification cards, and records made by same, shall become public documents in accordance with the provisions of Articles 193, 194, 199, 200, 201 and 247 of the Penal Law, and shall have the value of a legal probatory presumption in criminal matters.

**ARTICLE 13.** Foreigners passing through the country shall be obligated to secure identification cards from the bureaus of the Republic, if their stay in the country exceeds two months; otherwise they may prove their identity by means of passports alone, except in cases of doubt, when the authorities may require them to show other documents.

**ARTICLE 14.** The Central Bureau and those of the capitals of provinces and departments, shall have the staff and salaries determined by a special-law decree. The personnel shall be nominated by the General Police Direction as provided by law No. 4052 of the 13th inst.

**ARTICLE 15.** Record cards supplied by the bureaus must bear a tax stamp of five pesos.

**ARTICLE 16.** A term of three months is allowed for the establishment of identification bureaus in each police district, and of one year before the enforcement of carrying the identification card.

**ARTICLE 17.** The maximum of five hundred thousand pesos may be spent for installation of this service throughout the whole Republic.

**ARTICLE 18.** The Council of Government will determine the necessary regulations for the execution of the present law-decree.



WHEREAS, It has been seen fitting to comply with the provisions of the decree-law Number 26, of date the 7th of October last, which establishes the service of obligatory identification, with some measures of temporary character, tending to the end of establishing at once the identity of all citizens who are to exercise electoral rights, and the other provisions of permanent character that are deemed necessary to the perfection of the said service,

The Council of Government has passed and issues the following:

#### DECREE LAW

ARTICLE 1. Within forty-five days from date of enforcement of the present decree-law, registration bureaus shall be established in the police offices of all the departments of the Republic, and with the same term, the heads of these bureaus will train at least two men, belonging to the district, until fit to perform the function of registration of citizens, which they are to perform in accordance with Article 30 of decree-law No. 78 on elections of date, the 5th inst.

ARTICLE 2. When electoral registration is closed, they will continue to register persons indicated in Article 5 of law-decree No. 26. After a period of three years, starting the same date, all these shall become Identification Bureaus, and henceforth the restriction mentioned in Article 10 will be enforced.

ARTICLE 3. The registration in the Electoral Registers of those who present themselves for said purpose, shall be limited to the operations, indicated in Article 30 of the law-decree on elections previously mentioned.

Registration of other persons shall include: The record book, which shall contain face and profile photograph taken in the Registration Office; civil information with birth certificate or other public document; chromatic and morphologic notations; the signature of the person concerned in case said person can write, and the fingerprints of same; the index card which must bear civil information, besides the prints of four fingers; the personal identification card, which must be carried on the person of owner, and which shall include photograph of face, print of right thumb, dactiloscopic classification, the date of issuance of the card, the full name, the number of the record, the owner's signature, his profession or trade, nationality, age, civil status, height, his ability or inability to read and write, the description of individual peculiarities, the signatures and seals of the Chief of the Identification Bureau and of the Chief of Police of the department in question.

Proceedings of identification and registration, photographs and record blanks to be used shall be uniform, must be approved by the Identification Inspection and by the General Police Department.

**ARTICLE 4.** All persons applying for identification cards at the identification bureaus in existence at the date of enforcement of before-mentioned law-decree, shall pay for same to the proper authority as pointed out in the Department of Interiors' decree, Number 1458, of June 4, 1918; and after the three years fixed by Article 2, payment shall be made in conformity with the dispositions of Article 9 of law-decree Number 26, to the exclusion of any other duly proposed.

**ARTICLE 5.** It establishes the personnel of the several offices, that are: Head Inspection, Central Bureau, Santiago, four first-class offices, eleven second-class offices, sixty-six third-class offices.

**ARTICLE 6.** The personnel of the identification bureaus shall enjoy all the privileges accorded to its members by the law of unification of Police Forces, No. 4052 of September 8, 1924.

Gentlemen, I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** The chair is pleased to recognize Superintendent Wolfe of the Police Department of Hong Kong, China. Mr. Wolfe! (Applause.)

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**CAPTAIN E. D. WOLFE:** Mr. President and Gentlemen: Following on the other speakers who represent larger police forces from larger states, I feel somewhat diffident in standing here before you as I represent a very small spot on the coast of South China, which is Hong Kong, a British Crown Colony, of which I am the Chief of Police.

I wish to avoid any misunderstanding and to make it quite clear that I have no connection in my appointment with any police organization in the Republic of China proper, but I merely represent a police force of some 2,000 men, who are responsible for law and order in the Colony of Hong Kong, which as you know, is a very small, but possibly not unimportant outpost of the British Empire.

I am delighted to see here today a representative of the Police Department of Canton, with whom I may say, the most cordial relations exist. The Police Force of Canton coöperates with our Police Force in Hong Kong in exactly the same way that the State Police Force of one state in the United States coöperates with the other and I should like to here acknowledge the valuable assistance which I have been receiving during the past five years, during which time I have been Chief of Police in Hong Kong, from the Canton authorities.

Hong Kong is a crown colony governed by a Governor with a legislature and Executive Council partly elected and partly nominated, which has also Chinese representatives on it, and all appointments are made by the Secretary of State, whose office is in London.

He appoints on the recommendation of the Governor the heads of departments, of which I am one.

The Police Force, as I stated before, numbers two thousand men in addition to which we have a number of armed guards, mainly natives of East India, who are chiefly there to assist in the prevention of piracy on board ships. I hope to dwell more fully on that topic later. I will just mention the main forms of crime which we have to deal with.

Hong Kong is situated in the South of China at the mouth of the West River and Pearl River. Hong Kong is actually situated on the Pearl River, but the West River has a large delta which is a splendid retreat for innumerable pirates who haunt that district and prey on the shipping in the delta.

To deal with these pirates special guards have been appointed and special piracy regulations have been drawn up to prevent the indiscriminate looting of ships, which has of recent years formed a very unpleasant feature of life in the neighborhood of Hong Kong and South China generally.

The Police Force is probably the most mixed force that any officer here commands. We have a white force of 250 men, 650 Indians, that is to say East Indians, partly Mohammedans and partly Sikhs. The remainder are Chinese, mainly Cantonese; that is to say, from the neighboring Province, and also recently we have recruited from North China a number of Northern Chinese as a result of the necessary increase of the force brought about by the growth of the city and the colony generally, and also by the increase of crime which seems in most parts of the globe to have followed the Great War.

In the European section of the police force, that is the white section, the ranks are the same as in the English police forces, as Superintendent, Inspector, Sergeant, Crown Sergeant, etc., but all the constables are natives, supervised by Europeans.

I see there are many other speakers on the list this afternoon so I must not detain you very long. I will just dwell, I think, possibly outside the scope of the title, "Organization and Administration," but if I may be forgiven, I will just mention the chief forms of crime which have to receive our attention.

In the main, a lot of these crimes are the result of disturbed conditions, which you are all no doubt aware of, and which have existed for some time past, on and off, in the south of China as well as in Central China and Northern China.

I am in hope of gleaning further information on the arms traffic. This question is one which has caused us in Hong Kong possibly as much trouble as certain other large questions at the present moment engaging the attention of the Federal and also possibly the police authorities in the United States.

But I should like to emphasize at this moment that the importation of arms, which we do our best to prevent, is divided into two categories.

There is one, the general importation of arms for Chinese troops; the other, importation in small quantities for local criminals.

We do our best under the agreement — the International Agreement—to prevent the importation of arms into China and to prevent them reaching China through Hong Kong. At the same time it is clear that it is a difficult matter to prevent this entirely as Hong Kong is a free port and though there exists an Import and Export Staff, there are no customs, and the Imports and Exports Department is mainly concerned with dealing with the question of opium.

The Arms question is a serious one to Hong Kong because of recent years there has been a marked increase both in Hong Kong and, I think I may say, in the neighboring city of Canton, of crimes of violence, committed by armed gangs.

Unlike the police of the Irish Free State, I regret that our police cannot go about unarmed. They are all armed. In fact, I personally arranged that they should be armed because of this lawlessness which, owing to our narrow borders, it is so difficult for us to cope with. Our police are all armed and they should necessarily be so, to give them a chance of defending themselves when they find themselves in a tight corner with a gang robbery occurring just close to where they happen to be on patrol.

Thanks to the assistance given by the Legislature of California, a great step forward has been made and we have noticed in Hong Kong recently that the number of arms imported from this side, i.e., the Pacific, have been marvelously lessened and I wish here to express my gratitude to those who have brought about this legislation which makes it, I believe, an offense for anybody in the State of California, and maybe other states as well, to carry any arms. Smuggled arms that are reaching us now come from European sources and not from the Pacific.

The next subject which causes us a good deal of anxiety is the question of opium. I do not wish to say much about opium because that is a matter for the Superintendent of Imports and Exports. The police are only concerned with the suppression of opium divans, the places where the Chinese go to smoke opium. Nobody is allowed to smoke opium except in their own homes and the constant tendency of the people is to open places where they can smoke. This has to be combated not only by the officers of the Imports and Exports office, but also by the police. Otherwise the opium question is dealt with entirely by the Department of Imports and Exports.

The next question is that of gang robberies, which have given us much trouble during the past three or four years.

We have had gang robberies before that date but formerly it was done with either a knife or some weapon which was certainly not quite as offensive as the ones used now. They invariably use firearms and they do not hesitate to shoot and shoot to kill if any resistance is offered.

The ordinary form which a gang robbery takes is for a gang to get together and go to a house. One of them has ascertained the surname of the owner of the premises, say he is Mr. Wong.

He goes to the house or flat and asks for Mr. Wong. The door is then opened to him by the servant maid and as soon as he gets his foot in the door, the rest is easy. He threatens the maid; then the others come in and threaten everybody on the premises and tie them up and they may be there for five minutes or twenty-five minutes. As often as not, nobody in the neighborhood knows what is going on.

When they finish and have gotten all they want, they come out quietly and the alarm is never raised until they have gotten well away.

It may be amusing to note that there are fashions among gang robbers, as to the method of gagging their victims. The fashion among robbers some three years ago was to use a small orange about the size of an egg and push that into the victim's mouth and then some string, wire or handkerchief was tied across his mouth.

✓ Last year the style was walnuts. This year it is a Chinese wine cup, and it is curious to note that fashion exists even in such methods as trying up a victim.

Should the police arrive on the scene, as happens from time to time, and has happened within the last fifteen months on one occasion, there is the inevitable fight in which either the police or the gang succeed. In the recent case, the police were victorious. It was a gang robbery by five men. The police got information of this while it was in progress and a fight ensued, in which one white policeman was badly injured and also an Indian and some Chinese. Four of the five robbers were caught. Nobody was killed and of course no one was hanged. Three of them were sentenced to seventeen years hard labor each and the fourth, when I left Hong Kong a month ago, was still in the hospital. He had eight bullet wounds in his body and was still unable to go about.

The last subject I propose to mention is the question of piracy. As you know, this practice has been more or less common in the Pearl River delta and the waters surrounding Hong Kong, for many years past, but owing to the fight for supremacy in the Khangtong Province, the followers of Dr. Sun and the followers of Chan Kwing Ning, the pirates have not failed to make use of their opportunity thus afforded.

Every ship engaged in the river trade that plies between Hong Kong and other ports, must carry grilles which separate the bridge from the rest of the ship. The ships are all carefully searched and they carry what are known as guards. In addition to that, for the last twelve months, owing to the fact that piracy was getting worse in spite of those precautions, the shipping in the West River has been convoyed.

Five ships leave for Canton every night and these go in convoy. One of them carries a special guard so that if any other ship is pirated, they are able to stand by and prevent anybody from getting near the ship to remove the loot, while assistance is being sent for by one of the other ships.

The pirates' favorite method is to send somebody ahead with their arms, conceal them somewhere on board and then they book on these steamers as ordinary passengers. As soon as they get well out to sea they suddenly break out all over the decks. They fire their revolvers and weapons indiscriminately, create a panic and then proceed to loot the ship. They usually take good care to hold up the two or three white officers, or have men hold them up before the rest of the men get to work. They don't hesitate, as they did fifteen months ago, to shoot the captain if he and the guards offer any resistance.

As a result of the piracies on the West River, where ships have to traverse not only the open sea, but go up a river, in addition to going in convoy, they are now escorted by armed launches, furnished by the Hong Kong Government and manned by the British Navy. The number of gunboats have also been increased recently in order to try and suppress piracy and the latest steps taken in this direction have been very satisfactory.

I think these, gentlemen, are all the points that I can mention.

The Canton police are organized very much on the lines—that is the Chinese Administration in Canton—of our own police and on many occasions we have had the pleasure of giving instructions to officers in certain departments, one of which is the traffic, which they are all interested in. Our traffic problem, needless to say, is nothing like what yours is here and I hope that some of the knowledge that I may acquire here I may be able to pass on to my friends in Canton. (Applause.)

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PRESIDENT ENRIGHT: I want to thank you, Chief Wolfe, for what you have had to tell us regarding your organization in Hong Kong. Please leave with us for the record any other details which you think would be of interest.

It is my pleasure to now introduce to you Major Tsung-Yu Sze, representing the Police of Canton, China.

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MAJOR TSUNG-YU SZE: Canton, the center of China's silk market, has the unique distinction of being the oldest city in South China (built in 209 B. C.); the first Chinese city opened to international trade and also the first city in China to obtain a municipal charter. In the past years Canton was governed by the provincial authorities. Today its people, numbering over a million, pride themselves on their "home-rule" city government. It may be said without contradiction that the advent of the new order was chiefly due to the far-sightedness and untiring efforts of the son of Dr. Sun Yat-Sen, Mr. Sun-Foo. Mayor Sun-Foo was educated in America. Ever since his inauguration he earnestly sought to modernize Canton by putting into practice what he has learned abroad. In addition to numerous other accomplishments

he has succeeded so far in rebuilding a greater part of the city along modern lines.

The actual administration of Canton is in the hands of a mayor, six commissioners and a municipal council. It is impertinent here to give a detailed description of every one of them. Suffice to report here, in a brief way, its Police Department. At the head of the department there is the commissioner. Next there follow the four division chiefs: 1, General Administration; 2, Fire; 3, Judicial Affairs, and 4, Detective, in addition to 53 chief and deputy inspectors. Altogether the official staff at the headquarters numbers 300. This, however, does not include the police school, the police hospital and the Revenue Bureau. The function of the Revenue Bureau is to collect police levies from the populace, for the support of the force. It should be also mentioned that we have over there women police probation officers as well as police-women performing general police duties. While this innovation has hardly passed its experimental stage, it is agreed on all sides that it will come to stay.

The entire city is divided into twelve police districts, with a captain and six lieutenants at each of them. The average number of uniformed men on street duty is about five hundred in each district. In all the twelve there are altogether 6,500 officers and men.

On account of the fact that Canton is also the capital of the province, in which special problems may arise between the government troops and the populace, four battalions of special patrol troops are organized on army basis to cope with the situation. These patrol troops are under the direct command of the commissioner.

A Census Bureau is attached to the police department. The entire populace, Chinese and foreign residents alike, are required to register with the bureau. Through this means of identification, the police department enables itself to deal with the undesirable elements in a more effective manner. According to the police census of 1923, the latest official report, the registered population of the twelve districts is 986,547 Chinese residents and 660 foreign residents, totaling 987,207. Besides these, there are about 200,000 "boatmen," a floating population.

Since the introduction of auto vehicles in Canton, a special Traffic Bureau was organized in 1921. The licensing power of auto vehicles is vested in the bureau. Accident cases, handled by the General Police Court, 1923, numbered 113.

The jurisdiction of the police court at Canton is rather wide in scope. The practice of the court seems to take in all cases and to settle all sorts of troubles it possibly can. In other words, it serves as some sort of a court of first instance, unless its jurisdiction is openly challenged. The reason being that there are no

other municipal courts in existence as yet. To gain a fair idea of the extensiveness of its jurisdiction, suffice to take a few practical illustrations. In January, 1923, the court settled the following cases of widely different nature:

1. Disputes on debts (less than \$500)... 19 cases
2. Rent cases ..... 27 cases
3. Validity of a marriage contract..... 1 case
4. Commercial contracts ..... 9 cases
5. Wage disputes ..... 13 cases

Contrary to the prevailing yet grossly misinformed belief that inasmuch as Canton is reputed to be the center of revolutionary activities and, therefore, it must be flourishing with crimes both major and minor, Canton does not possess any alarmingly high criminal record. As a matter of statistical fact, Canton fares not any worse, per capita, in comparison with any well-policed community of size, say New York. In the last-named great metropolis, the record for major crimes for the year of 1916 is 14,431; 1917, 13,151, and 1924, 8,548. Following are the criminal statistics of Canton, from which one can draw his own impressions:

#### MAJOR CRIMES, 1923

1. Theft and robbery..... 1,632 cases
2. Murder and assaulted battery..... 165 cases

#### MINOR CRIMES, 1923

1. Opium cases ..... 688 cases
2. Gambling ..... 274 cases
3. Forgery ..... 33 cases
4. Bigamy ..... 12 cases
- ... 5. Unclassified ..... 197 cases

The above represents nothing more than a mere effort to give a brief outline of the Canton Police. Further information will be gladly furnished upon request. (Applause.)

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**PRESIDENT ENRIGHT:** I now have the pleasure of introducing to you General Chen, of China.



INSPECTOR GENERAL W. C. CHEN (City of Hangchow, Chekiang, China): Mr. Chairman and Gentlemen of the Conference: As I am sent here as a representative of Chekiang Province in Southern China, I will tell you something about the work of police of this province, especially in the city of Hangchow, its capital.

There are three classes of police in Chekiang Province—the police on land, the police on sea, and the police along the rivers in the interior of the Province. Their duties are to maintain peace and order and to prevent and suppress crimes in the three territories mentioned above respectively. Their organizations are somewhat different in order to meet special demands in different territories. Time does not permit me now to go into any details of them.

All the divisions of police are directly controlled by the police department of the province, which is under the supervision of civil governor of the province. About half of the police officers were trained by police academies and half of them were graduated from academies of military officers. The policemen are partly recruited from citizens who have received required education and partly from soldiers who have retired from the active service in the army.

As you know, China changed from Empire to Republic fourteen years ago. During that time revolution broke out everywhere throughout the whole country. Because of the close co-operation and understanding between the police and the people, the capital of Chekiang Province safely passed through that crisis without shedding any blood.

Further, since the establishment of the Chinese Republic, there occurred successively not less than three serious civil wars, during which time it was extremely difficult to maintain peace and order in important cities. But the city of Hangchow could always preserve its order through all these periods without suffering much from these troubles. Had it not been for the efficient organization of police at the city of Hangchow, this would have been impossible.

During the recent few years great improvement has been made towards the prevention of fire and public health. So the cases of fire and contagious diseases have been made insignificant. Despite of all the hope of progress of police work in Chekiang province we have still a great deal to learn from your countries, gentlemen, and this is my purpose in coming here from such a great distance.

As has been well pointed out by some of our speakers at this Conference, it is more important for police to prevent crimes than to suppress them. From my humble opinion I think the success of police not only depends upon the coöperation of all civil bodies within a nation, but greatly depends upon the coöperation between nations. Here are gathered at this International Police Conference the professional men in the field of police from different parts of the world. Your suggestions and recommendations

from either your experience or studies towards the improvement of police would, I am sure, offer practical values. Such international coöperation and exchange of technical knowledge not only concerns the benefit of police itself, but it will have great influence upon the daily life of the people of the world and will greatly promote their welfare. These I hope will be accomplishments and results of this Conference.

Before closing may I take this opportunity to tell my friends at this Conference that the capital of Chekiang Province, which I am now representing, possesses the most beautiful scenery of China and also a very famous summer resort, namely, the West Lake and the Mu-Kan Mountain. The city of Hangchow is only six hours' ride from Shanghai. There are thousands of our foreign friends going there for visiting and resting in summer every year. This added one more social function to the duty of police at the city of Hangchow and gave us the pleasure of entertaining and protecting them. They were always under special care. I am happy to tell you gentlemen, that never has any trouble happened to a single foreign friend since that province began to welcome our foreign visitors. I hope some of you here sometime may come over to visit my province and let us have the pleasure to prove to you what I have just said. Thank you! (Applause.)

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PRESIDENT ENRIGHT: The Chair is pleased to recognize Director Serrano of Colombia. (Applause.)

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COLONEL ANGEL MARIA SERRANO: Mr. President, before I proceed with my speech, I wish to present the following resolution:

The International Police Conference, at the opening of deliberations of 1925, is sorry to learn of the death of Mr. Juan Vucetich, a member of the Argentine Police Force, and this Conference wishes to make present a remembrance to his memory, as a testimony of solidarity and fellowship with those individuals who, like Mr. Juan Vucetich, have done so much to raise the ideals of service and who have placed their energy and experience at the service of society and thus gained the gratitude and respect of their fellow citizens and the consideration and appreciation of those beyond their borders.

With the necessary advices and with an authentic copy, this resolution to be forwarded to the Honorable Argentine Ambassador to the United States of America.

This resolution is presented in the spirit of fellowship and companionship among all the police forces of the world. It is merely an expression of gratitude to the service of this distinguished policeman to his own country and consequently, to society at large.

Without going into details of the activity initiated by Senior Vucetich, since such declaration would be a needless presentation of material, I mention the activity which this gentleman developed in order to further scientific police methods throughout Latin-America. In the course of time, history will pass judgment on his work, but in the meantime we should make it known that we are aware of it, and fully recognize the activities of this distinguished gentleman, for the implantation of a system that has become almost universal in its use and whereby a great step has been taken for the furthering of police methods. Such acknowledged, while at the same time signifies an act of justice, it likewise should serve as a stimulus to those of us that move in police circles in our respective countries.

**A well known Spanish proverb says—"Today for me, tomorrow for you."**

Likewise mention must be made of the fact that this distinguished policeman, Senior Vucetich, rendered a great service to his country and the unification of police methods throughout Latin-America, which should warrant the resolution just presented.

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**COLONEL ANGEL MARIA SERRANO (Sub-Director National Colombian Police, Bogota):** Mr. President, Ladies and Gentlemen: The Government of Colombia has accepted the very kind invitation made by the President of this Conference to participate in these deliberations. I have been honored with the privilege of representing my country, and that privilege I will try to carry out to the best of my ability.

I am proud of this great honor of carrying the voice of the police of my country in this important meeting, where I find the highest exponents of the police forces of the whole world.

I fear that my coöperation will add very little to what has already been so eloquently discussed before us in this session, nevertheless I will try to collaborate with you for its furtherance.

Although up to the present time my country has not participated in previous conferences, we are following their progress and their results very closely. We are now specially interested in the projects of the Honorable Delegates Jorgensen and Etcheverry, works of great importance for their technical as well as practical adaptability to present conditions. These improvements are in my opinion the very best that can be advanced in modern thought of police regulations and consequently should receive the most careful attention of all those struggling to make this world safe as it should be.

Undoubtedly this conference is in response to the necessity of making suitable laws and regulations, which an ever increasing population of the world makes necessary for the control of the different human actions.

**The results attained by a conference represented by all the heads of the police departments of the different nations of the world will foster a readiness to cope with one of the most urgent needs to lessen crime against society. This is the object of all great meetings, such as this we are attending, which constitutes the most effective way of protecting our fellow men.**

**On account of the evident condition attributable to human characteristics seeming to cause a continual wave, or better said, uncontrollable state of crime emanations, which seem to make the wrongdoer proud of his offences, we are assembled here to discuss whether it might not be better to act in the case as a good samaritan and have some kind of system in which this can be properly developed, or whether to sustain a distinct primitive method which we know from past experiences has a vast field for improvement.**

**The final outcome of this conference will be met with enthusiasm and good will by every nation, and Colombia will be always ready to coöperate in the practical application of such results. I personally offer to police authorities, as delegate of that country, any information that may help to benefit all nations.**

**The social menace as a whole, as well as the danger for the individual must be held in check by appropriate regulations. It has been a wonderful idea of honorable Commissioner Enright to conceive this Conference, and nothing but commendation and praise should be bestowed upon him for it. If the labours of this Conference amount to something cogent whereby we can map out practical plans with which we can uphold a standard of action, the Honorable Commissioner's efforts will be realized in a manner without doubt, and perhaps even beyond our expectations, causing the name of Enright to go down in police history as being one of the greatest benefactors of mankind. Besides the opportunities which ordinarily should come forth from a convention of this character, the opportunity given to all countries to better themselves by personal study of the functions of the different branches and departments of police, such as safety for citizens, patrol, traffic and in general of the whole marvelous mechanism by which the American police force is so well known, is perhaps impossible to secure by any other means.**

**In order to combat most advantageously against mundane crime, it is absolutely necessary to know the causes producing such crimes, which by the way, are different in every country. Once these causes are known, it will be much easier to oppose them with the most efficacious weapons.**

**In my humble conception, founded on observations made in Colombia, drunkenness is one of the principal causes of criminality. The abuse of alcoholic liquors, especially what is consumed by the lower classes, is the positive cause of an immense wave of crime. Some of these malefactors commit their transgressions in a state of intoxication, and without any premeditation; others drink liquors solely to commit them, but in both cases drunkenness is**

the chief cause of the crime, and this fact is shown by our criminal statistics. Such depredation, which we know are the outcome of vice, when it is controlled will reflect its good effects in bettering and conserving the youth of the coming generations, leading to more vigorous races in the future. In my country some steps have already been taken to combat this condition, in order to alleviate the unfortunate of present times, and to prepare a straighter road for those to come.

Another cause of criminality is that which comes from the carrying of firearms, which in my opinion should be more severely regulated, giving our police force a chance to deal with wrongdoers of this character as they should be dealt with. Lately the government of my country and a great many other nations have introduced regulations and laws to cope with this matter, controlling the selling of all firearms and other dangerous weapons.

Prostitution is a powerful ally of crime and a menace which we must not lose sight of in the slightest degree, for it stimulates the animal instincts and provokes crimes which sooner or later will be its result. Homicide, many forms of robbery and other serious depredations, have their origin in prostitution, called by a celebrated sociological author "the cancer of modern civilization."

Very often my country is visited by the worst criminal elements, who, under our liberal laws that do not exclude them, go there as teachers of their activities, and under their able direction make professionals improve in their unlawful art. The most audacious and scientific robberies that have been perpetrated in Colombia, have been directed by foreigners.

The moving pictures is another school in which the professionals acquire valuable knowledge and new ideas, that could not be obtained so easily by any other means, and with due thanks to these objective lessons, they conceive a source of teaching rapidly and without any expenses.

The socialists and bolsheviks who apparently are progressing, is another point that must be considered and contemplated carefully, because their programs not only become imbued in the minds of the people, but propagandists take every means in order to introduce their doctrines into institutions such as the police itself, in an effort to create disorder and insubordination.

More rigid regulations for the sale of prohibited drugs in Colombia, and for the complete control of this commerce which began to make itself felt by cases of insanity, must be introduced. The government deems it of vital importance to curb patented medicines and dangerous drugs of any kind.

What I say must be taken merely as a source of information on the topics I consider most momentous, information that I can make more complete if necessary; these conditions constitute factors which necessitate correction as soon as possible.

I take advantage of this magnificent opportunity to manifest to the honorable delegates here assembled, that whenever they have

occasion to require information of any character in respect to Colombian police conditions, of which I am honored by my government to be representative in this Conference, I shall most cheerfully offer my services, and at the same time I shall receive any new ideas submitted with a view of improving the police force of Colombia, with the utmost degree of pleasure and heartfelt gratitude. These suggestions will receive careful consideration, and will be adapted to our conditions, and if convenient will be entirely adopted.

I beg you, Mr. President and Honorable Delegates of this Conference, to pardon this dissertation which I thought convenient to make, and I offer my sincere thanks for the courteous attention with which you have listened to my remarks. I thank you. (Applause.)

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PRESIDENT ENRIGHT: We appreciate very much, Mr. Serrano, your remarks, on police conditions in Colombia, and we are very glad to have the privilege of listening to you. Under the rules, the resolutions to which you refer will be referred to the Committee on Resolutions, and the Resolutions will be presented at the proper time.

I have the very great honor to call upon the Representative of the police department of Paris and of the French Government, who honors us by his presence here today. I have the pleasure of presenting to you Director Lacambre of Paris. (Applause.)

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DIRECTOR LACAMBRE: Gentlemen, and as here we are all amongst members of the great family, that is, the police, allow me to call you also, "my dear comrades."

Your eminent President has just invited me to speak about the Conference. But, first of all, I cannot lose sight of the fact that this is the very first time I am called upon to express publicly my thoughts, and I am desirous to tell Mr. Enright and his devoted collaborators my very sincere admiration for their splendid organization and to convey to them my very best thanks for their kind and friendly reception. I am convinced that our mutual confidence can only increase while working for the common cause.

Gentlemen, with regard to this work, I do not intend to make a long speech, for several reasons. The principal of which is that I did not have the pleasure of taking part in the previous International Conferences of 1922 and 1923.

In fact, this is the first time that the French Police is being represented at this Conference by a Police Officer, and I have the great honor of being the delegate of the Minister of Interior of the French Republic, Mr. Schrameck, who is at the same time Chief of the Police for the whole of France and of my own Chief, Mr. Morain, Prefect of Police of the City of Paris.

These names—your applause proves to me—are not unknown to a good many of you who know how much Messrs. Schrameck

and Morain are particularly interested in everything concerning the Police Force in all its domain.

It is therefore the reason why they deemed it necessary to have the French Police take part in your studies and to let them have the benefit resulting from our friendly discussions during the days that will follow.

But I know too little—and I am frank enough to confess it—of the work that was done in the course of the International Conferences of 1922 and 1923, and which has not been made known in France, so as to enable me to submit to you in a really useful way proposals on the questions to which we are going to give our attention.

It was only by reading the program that I learned I was on the list to speak today about the Police organization and administration in France, and on mounting to this tribune, Sergeant Nicolay, who has been appointed my guardian angel, again advised me to talk to you on that subject.

But, gentlemen, if I were to explain to you in every detail the organization of the Paris Police, this would be already complicated. But I should also be compelled to speak to you about the police organization in the “communes” of the Seine Department in which our organization is also different and about the police organization in the other departments of France in which it is altogether different, and then this could only be mixed up in your minds and bring confusion.

It would require a long time and a report prepared beforehand to be able to clearly expose such a question. This is why, gentlemen, I thought right to limit my roll this year to bringing you my most devoted collaboration to your work, in the course of which courteous explications will be exchanged; from which will result, I am convinced, new progress and new understanding; from which will benefit every police department represented here and to which I address the most cordial greeting of the French Police Force.

With regard particularly to the United States Police Force, I cannot forget that they were on duty on the French soil during tragic hours that are not very far behind us, and I can assure them that the Police of France, who also do not forget, will always consider the United States Police Force as their great comrades and are sending them their most sincere and kindest regards.

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**PRESIDENT ENRIGHT:** We are very grateful to the distinguished representative of the Police Department of Paris, the Minister of the Interior and the Prefect of Police, who has just addressed the Convention. I hope that as he becomes a little more accustomed to the procedure of the Conference that he will take the occasion to place on the record of the Conference anything further that he desires us to know respecting police organization of his country and of Paris.

Commissioner Kuenzer of Germany has asked to be excused for the time, and he requests his distinguished colleague, Dr. Campe, of Hamburg, to address the Convention in his stead. This is the first time that any of the cities of Germany, or any part of the German Republic, have sent a representative to this Conference. We are very glad to welcome them here, and we shall be very glad to hear what they have to say respecting their respective police organizations. We will now be very glad to hear from Dr. Campe.

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**DR. CAMPE:** Mr. President and Gentlemen: I am very sorry I do not speak English fluently, but I hope you can understand me. The German delegation has been requested to give remarks and information relative to the organization of the German Police Department, and at the request of Reichkommissar Kuenzer, I will with great pleasure comply with the request of the Chairman of this Convention, and before proceeding with this subject, I deem it my duty to inform the President and members of the great esteem the delegates of the German Republic for the cordial invitation which has been extended to us to attend this Convention; and we who are here as the representatives of the German Police authorities pledge that we will give all subjects and questions submitted by this Convention our earnest and faithful coöperation.

I am sorry that, owing to financial conditions, I, as Police President of the City of Hamburg, was unable to attend the last Conference.

Relative to the organization of the German Police, I wish to state that they are not consolidated in one union, as the German Republic is similar to the United States. It is composed of various states such as Prussia, Bavaria, Hamburg and Bremen. The Government has given the power to each of these states to appoint and maintain its police department.

Therefore, the administration of the Police Department is under the laws of each individual state, and for this reason it is theoretically possible that the workings of the department in Hamburg is quite different from that in Bavaria or other states of the Republic.

In all German states, the states have full police power, but they may delegate this power to the various cities or communities within the state. In all large towns or cities the police are a state function, but in small communities the state does delegate this power to them.

The individual police authority in Germany is divided in three parts:

First: The so-called Schutz police, which is the uniform force of the department.

Second: The criminal police. This is the detective branch.

Third: The administration police.



As to the uniformed and criminal police, I have little to say, as the duties of these two branches are nearly the same all over the civilized world.

The duty of the administrative police is quite different in the various states as, for instance, in Hamburg the registration of residents and visitors. Also, this department has under control the following: The Health Department, the Prevention of Fire, the Control of the Moving and Handling of Explosives, the licensing of various trades and businesses, the regulation of traffic, the ambulance service, etc.

In other cities or towns the duties of the administrative police are more and, in some instances, less than in Hamburg.

The uniform of the Schutz police or uniform police was for a short time after the late war made of gray material, but at the present time it is blue, similar to the New York police uniform. They are equipped with rubber clubs and part are equipped with rifles, the same as the Riot Battalion in New York, and used for the same purpose as the New York Riot Battalion.

The criminal police in Germany is not a body appointed by the Republic, but each city appoints its own members. They work in close connection with other administrations in various cities within the Republic.

Central bureaus are located as follows: For the purpose of identification of Gypsies, there is a central station in Munich; for counterfeiting, the station is located in Reichs Bank in Berlin. For missing persons, there is a central station maintained in Berlin. For the suppression of obscene and indecent pictures and literature, which may demoralize the morals of children or young persons, the headquarters are maintained in Berlin. This is to a large extent the organization of the Police Department of the German Republic.

We are convinced that, owing to the late war, the police administration in the German Republic has not made the progress which other countries have made, but we have come with great hopes and wishes that by attending this Convention we will be able to get to the same high standard as that maintained by the Police Department of the City of New York. (Applause.)

PRESIDENT ENRIGHT: We appreciate the very comprehensive talk of President Campe of Hamburg with respect to the German system of police organizations. I hope that Dr. Campe, when he becomes a little better acquainted with what we desire to do here, will further extend his remarks for the record for the information of the Conference. I want all the delegates to bear in mind that the official report of the Conference will be published and sent to every delegate to the Conference, and when we get time to sit down and clearly analyze all that will be said by the delegates and together with all the resolutions that will be presented and passed, we shall then have a good idea of our work here.

May I now call upon Inspector General Lima, of Guatemala, for such remarks as he desires to make?

**MR. TEOFILO LIMA M.:** Mr. President and Delegates: Through the initiative of Mr. Enright, Commissioner of Police of this great metropolis and worthy President of the International Police Congress which has been in session in this city, the National Police of Guatemala, through its Director General, Colonel Daniel Hernandez F., has been invited to send its Representative to the fourth conference which today begins its duties. This high honor has been bestowed upon me, unmerited of course, but to which, lacking other qualities, I will bring all my enthusiasm and my desire to work faithfully in every thing that may result in the advancement and progress of the Police Organizations.

First of all, I trust that the worthy members of this great assembly will allow me to greet you, and tell you of the desire that the Chiefs of Police in my Country have to aid any work which has as its object, the increasing in a practical and efficient manner, of those relations which should unite all the Police Organizations of the world. They believe that any such efforts in this direction, constitute a step towards world stability and the advancement of mankind.

The two well-determined objects towards which this Congress is striving, according to the basis laid down, are as follows:

1. A greater coöperation between the Police Organizations of the World with a view to obtaining through a correct understanding, a more effective control over international crime, and as a result of this control, facilitate the turning over to justice, of those criminals who cross the border line in order to escape punishment for their crimes.

2. Progress and improvement of methods and police systems, through the interchange of ideas and views of Police Chiefs, and in addition, through the Representatives who take part in this Congress.

These plausible objects arise out of a great necessity of the age, which makes it imperative at all cost—I refer to the uniting of all Police Organizations—to fight the common enemy, who every day become stronger and more powerful in the committing of crimes, and who in the unequal struggle with the police, has all the advantages and facilities, and who acting impudently yet cautiously, recognizes no scruples, as they know no country nor boundaries.

In Union There is Strength. This statement, true in every walk of life, is of no less importance when it comes to the Police, as these organizations are indispensable in the life of nations and for the welfare of mankind. The interests of humanity come above all things, and in every nation this is true, and the police, in the final analysis, is but the guardian of these sacred rights of the human race. The proof of this lies in the fact that in every civilized country, the help of the police is given equally and promptly both to its citizens and foreigners, as right and justice know no nation or boundary.

The Police of Guatemala, which from the year 1923, has been unified into a single organization for National Safety, with its seat of government established in the capital of the Republic, is in a position to help in every way it can towards establishing harmony and coöperation, which is the object of these conferences.

Even though the part that we play in worldly affairs may be small, that does not mean that when it comes to coöperating and helping in the advancement of Police Organizations, we cannot lend our frank and efficient aid to similar institutions in other countries, for it is a well-known fact that many criminals from other countries, take refuge in our territory in order to avoid in this way the persecution of the foreign police.

The improvement in police methods, as a result of these important conferences, cannot be doubted, and especially when it is a question of a Police Organization such as ours, which has a great deal to learn from its sister organizations in North America and Europe, with reference to Technical Schools, as well as organization and regulation of service, etc., etc.

The control of international crime could be effected, or to be more exact, is already being effected satisfactorily, through the adoption of the fingerprint system in all countries, as proposed in the South American Scientific Congresses, which, to tell the truth, have been the first ones to recognize and proclaim the usefulness of the fingerprint methods in international police matters.

In the small Spanish-American countries, such as Guatemala, where immigration is just beginning to be an important consideration, there can be no doubt that the fingerprint system will be of very great use in the future. It has been thus recognized in my country, where recently fingerprint offices have been opened in the port towns and in towns situated on the frontier, for the identification of suspected persons that enter the country.

But these precautions alone are not sufficient to control crime, unless at the same time there is an interchange of fingerprint marks between the Police Departments in different countries as previous conferences have tried to establish; concrete instances where there has been a lack of interchange of information, are notable. There is for instance, the case of the criminal Clara Phillips, who in spite of the fact that she had been in Guatemala, could not be identified by the police on account of their not having her fingerprint marks; the same difficulty has been experienced in the case of American counterfeiters of bills although fortunately these latter individuals were arrested by the police, thanks to opportune investigations. However, it was regretted that these forgers have been able to carry out some fraudulent transactions in that town, which the police could have avoided had they had the fingerprint marks above mentioned, as they could in that case have arrested them previous to their carrying out these operations.

Having laid down these principles, and with entire confidence in the value of the work here undertaken, and which the efforts

that will be made for their development will be of mutual aid to all police organizations, we propose the following:

"To work with our respective Governments so as to bring about a future International Convention, attended by representatives from every country in the world if possible, with sufficient authority to lay down the basis of a real Universal Police Union, which should have as its object, the completing of the work undertaken by these conferences, not only for coöperation as understood today, but also in the sense of a stronger and more practical mutual aid, in such a way, that states or nations, through means which they would choose, could, when necessary, consider as an extension of their own Police Organization, those of the other countries, and make use of their moral and intellectual support, for the interdependence and improvement of their Police organizations.

"The Police Union proposed, which would be no more than an internationalization of police organizations, would create an obligation of reciprocity between various organizations, not only for the control and vigilance of criminals, but also for the obtaining of services and facilities for the improvement and use of practical methods which have given good results in the large police organizations, and which, although they may not be entirely unknown to us, have not been of easy application due to a lack of technical knowledge and the almost impossible obtaining of material indispensable for such improvements."

The National Police of Guatemala, and especially its Director General, Colonel Daniel Hernandez F., hope that with the good will to work towards these ends, which up to the present has manifested itself, the day will come when the law will cease to be laughed at by the criminals who today devastate the world with their wrongdoings. (Applause.)

"The National Police Force of Guatemala, whose General Director or first Superior Chief is Colonel Daniel Hernandez Figueroa, depends on the Department of the Interior.

Its organization and discipline is military, for whose effects its components receive military instruction under the immediate vigilance of the Sub-Director or second Superior Chief.

The civic instruction is under the immediate supervision of the Inspector General, or third Superior Chief. Of the military instruction the policemen receive two classes a week, of the civic instruction two classes a week, and also receive two classes a week in sports. All these classes are in charge of able teachers.

When an individual pretends to become a policeman, he must register first in the Technical Police School and must practice for 30 days or two months, according to the capacity of the aspirant. During this time the aspirants obtain practical instruction in the identification service, street service, traffic service, weather service, etc. These instructions are given by the special officer of Identification Department and one of the commanding officers of the Demarcation, which are shifted every week by turns.

There is a hospital where policemen that have been hurt or injured on duty are taken care of, and this hospital is supervised by a good physician and nurses. In this hospital also, the aspirants to become policemen receive their physical examination in order that the first Chief of Police may give his approval for their becoming police students, through the office of the second Chief of Police. The aspirant after obtaining instructions for 30 days or more, has to pass an examination to become a real policeman. The examination is made by the third Chief of Police, a commanding officer of the regular force and the head official of the Identification Department.

The Police for its administration purpose is divided thus: Twenty-five department commissaries, among whom are counted those in the seaports and those of the frontier lines. Each police station has an identification department supervised by its commanding official. The State commanding police officials depend from headquarters, but are appointed by the President of the Republic upon recommendation of the first Chief of Police. The identification work made by the State Police offices is sent by copy to the Central Identification Office in the capital city, which depends directly from headquarters, and where the Vucetich and Bertillon systems are used. But, when an international system is adopted as the International Police Conference has in mind, the Identification Department in Guatemala also will aid in the control of international criminals, no matter what their characteristics, nationality or sex may be.

At present, in Guatemala City, the police force is divided into eight demarcations, which take care of watching the different parts of the city. Each demarcation has a local head official or commanding officer, two sergeants who are on duty for 24 hours, two inspectors who watch and control the policemen on the streets, each one of them making 24 hours of service and then having 24 hours of rest. This rest of 24 hours has nothing to do with the commanding officer of the demarcation, as he cannot leave the service and go on particular business without notifying and obtaining permission from the headquarters.

The administration police service in the States of Guatemala is similar to that of the Demarcation Police Service in the capital city, with the only difference that in the capital city chiefs of police are called commanding officials and in the States are called deputies of police. The promotions are made according to the merits and capacities of the police officer, but in strict army register.

The deputies of police cannot leave the service without notifying and obtaining permission from headquarters through the office of the Inspector General of Police, who is their immediate commanding official.

With very few exceptions the Guatemalan Police Force is most busy regarding its duties. I will make a very rough sketch of the rules for prostitution, with which the police have to deal. This

branch, which concerns and must interest society in general, has been especially taken care of by the Guatemalan police, and thus women that, after strict observation, are pointed out as dealers of prostitution, are arrested and submitted to medical examination and, if suffering from any contagious disease, are sent to the venereal hospital for cure; then they are put at liberty to regenerate from vice under the care of a well-known person; but if they are arrested a second time, they are then sent to a special house for women.

The police also takes care and watches that children attend school.

Although we have a Department of Health, the police also takes care that the rules for health are fulfilled, and arrests are made by the police where such rules are broken by the people.

It would take me too long to enumerate all the duties the Guatemalan police have to deal with, and I shall not take any more of your time and kind attention, because I know that you cannot learn anything from our deficient organization when it is compared with the perfect and grand organization other nations have and which I deduce from what other delegates have said in this Conference; but, very far from a concealed modesty, I hope that from the discussion and resolutions taken by this assembly, something very good will come forth for the betterment, it is the hope and wish of my Chief, Mr. Daniel Hernandez, of the Police of Guatemala, C. A." (Applause.)

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PRESIDENT ENRIGHT: I have pleasure in introducing Major Alcantara, of Honduras.

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MAJOR NAPOLEON ALCANTARA: Honorable Commissioner and Honorable Delegates: I am very sorry that I have a bad cold. Nevertheless, I shall say to you a few words.

The Government of my country, in honoring me a second time with the appointment to represent the National Police Force of Honduras at this International Police Conference, begs to acknowledge with heartfelt thanks the kind invitation of the Honorable and Distinguished President of this Conference, Commissioner Enright (applause), to whom, as well as to each one of the delegates here present, I want to extend, in the name of the Government of Honduras, in the name of the Police Department of my country and in my own name, my sincerest greetings. (Applause.)

A great spirit of solidarity in this difficult task, a high ideal to accomplish together and by coöperation, the complicated work of an institution distinct to carry out a high social duty, is united here at this Conference, which is so important on account of its very aims and also on account of the high character of the bodies and governments here represented.

The Government of Honduras, inspired by the great ideals of peace, justice, progress and liberty, is also willing to coöperate, to assist with its own facilities in the urgent and momentous problem of the present hour.

By accepting the kind invitation which has been addressed to my Government and in assisting in the carrying out of the aims contemplated by you, my Government hopes that this Conference will be able to carry out, with efficacious results, all the high aims which are entered upon here at this Conference. I wish most sincerely, gentlemen, that the tasks of this assembly will be crowned with the greatest possible success and that the high aims of peace, justice, social discipline and worldwide welfare will surely be attained. I thank you. (Applause.)

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PRESIDENT ENRIGHT: I now have the pleasure of introducing to you Chief of Police Lazarevich, of the new Republic of Jugoslavia.

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MR. VASA LAZAREVICH: Mr. President, Gentlemen, Colleagues and Delegates to the International Police Convention: I regret very much not to be able to address you in your native tongue, English. However, in the near future I may be able to do so.

I want to thank you, Mr. President and Gentlemen of this Convention, for the hearty welcome that you have accorded to me. It is my privilege and honor to represent the Police Department of the Kingdom of the Serbs, Croats and Slovaks. I want to tell you what deep gratitude is mine as well as all my colleagues back in my native country.

Though our police service is not developed greatly, yet we look with a watchful eye on new developments that have taken place in the police line both in a practical and a scientific way, and I assure you that we are keeping watch to learn if any benefit can be derived therefrom.

This country has made marvelous advances, both in the police line, in a scientific manner and otherwise. I am here to assure you that in spite of the fact that we have not been able to take the initiative in developments, we are going faithfully to execute and carry on loyally all the decisions that the world at large may see fit to carry on.

May I once more assure you of our deep gratitude and thankfulness for allowing me to be a part of this very wonderful meeting. (Applause.)

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PRESIDENT ENRIGHT: I want to thank Chief Lazarevich for his remarks, and we hope to hear a great deal more from him at some later time.

It is a distinguished privilege and pleasure to present to you Colonel Martin F. Barcenas, Inspector General of Police, Mexico City, Mexico. (Applause.)

**COLONEL MARTIN F. BARCENAS:** Mr. Chairman and delegates: When I was advised that the Mexican Government had conferred upon me the honor to represent it at this International Police Conference, I felt the satisfaction which is experienced by the student hungry for knowledge upon the notification of his admission to some renowned university. This satisfaction has indeed increased since my arrival here and see gathered in this Convention the highest representatives in the police world, who, like new Messiahs, come to announce the gratifying news of the unification of their efforts for the benefit of the whole world and humanity, and who likewise come here to place at the disposal of their fellow workers the rich fund of their experience.

For this, and numerous other reasons, I had thought it best to come and be a good listener, and give my whole attention to the distinguished speakers who are to occupy this platform, in exchange of which, I fear that unfortunately I shall have little to give them. I find myself, however, forced to break this purpose, by accepting the kind invitation to speak that has been extended to me. I am aware, however, that by so doing, I will add no new knowledge to what you already possess regarding police matters.

My remarks will therefore be limited to the organization and administration of the Police Force of the City of Mexico. Bearing in mind that the base of the Political Constitution of the Mexican Republic is the free municipality, the police force of the various municipalities depend directly on these municipalities. In the capital of the States, nevertheless, the police force here depends directly on the Governors of each State, and in the Capital of the Republic, it depends on the President of the Republic, through the office of the Governor of the Federal District, who is directly appointed by the President of the Republic, and not elected by popular vote, as is the case with Governors of the various States.

The police force of the City of Mexico, which is under my charge, is divided into three bodies, which I will detail as follows: The patrolmen, whose chief work consists of guarding certain definite beats assigned them; the mounted police, who look after the patrolling of the various boulevards within the limits of the City, as well as those in the outskirts of the City, which join it with the surrounding municipalities of the Federal District; and the detective force, which is further divided in groups, each one of which specializes in the following activities: Investigations, general detentions, detention of shoplifter, narcotic drugs, railroad station service, prostitution, swindling of a national or international character, gambling and patrols. Each one of these patrols has its leader.

These patrol groups are mixed in character; that is, they are composed of special detectives who have specialized in the activities above mentioned; since their special work consists of being at headquarters, in complete readiness to answer any call which may be received, they must therefore be composed of specialists to answer any emergency call.



The mounted police has complete military organization and training, along the same lines as do our cavalry branch of the army. The reason for this organization and training is due to the fact that they work not only individually, but must be able to work collectively when called upon to take care of any mob or other crowds where collective work is required.

The patrol force is organized at the Scientific Police School, where they are trained along the following lines: Elementary military training such as received by the infantry, sports and swimming, methods of scientific police procedure, elements of legal medicine, psychology and social investigation, jiu-jitsu, civics, elements of ballistics, police regulation, traffic regulations and elements of penal code procedure. Besides this, they receive lectures on different themes connected with their work.

This brief description will give you the high spots of the organization of the police force of the City of Mexico, and the chief service which they are called upon to render.

The City of Mexico is divided in ten police districts, in each one of which we find a police station. Any delinquent person must be consigned to the corresponding police district in which the crime was committed. The chief of the police station in charge then classifies the nature of the crime, and then consigns the delinquent to the corresponding branch of service, thus, if the fault constitutes disrespect to the police regulations or public good, he is sent to the Governor of the Federal District, or to the Mayor of the City, or to the Health Department, according to the nature of his delinquency as stated above. However, if the case comes under the jurisdiction of the penal code, the delinquent is then consigned to the prosecuting attorney, who in turn accuses the delinquent before the corresponding penal judge.

The department of identification uses the well known systems of anthropometrics of Bertillon and the fingerprint system of Vucetich.

The purpose of this chat is to give you gentlemen a general idea of the police organization of the City of Mexico, since obviously were I to go into great detail, I would need many hours indeed, and I am mindful that others have to occupy this platform from whom you will no doubt derive greater benefit, since there are present in this Conference distinguished delegates of great talent and rich experience.

Should any of the delegates desire any further detailed information I shall be more than pleased to provide same at your request.

I am greatly indebted to the authorities and citizens of this great nation for the many courtesies shown me since crossing the Rio Grande.

Upon my return to Mexico, I shall tell my fellow-citizens that in the United States where I came to listen to the great police minds of the world, I likewise was able to appreciate that

the people of this nation are indeed masters of hospitality and friendship.

I thank you. (Applause.)

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PRESIDENT ENRIGHT: We will now hear from the Delegate from Persia, Mr. Abdollah Bahrami.

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Mr. Bahrami is the delegate from Persia and I might say that the Persian Government went to extraordinary pains on very short notice to send a delegate to this Conference and in coming here he was obliged to travel three or four hundred miles across the desert in order to catch his boat. We are very much gratified by the action of the Persian Government and the courtesy of our friend in coming here. (Applause.)

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CHIEF ABDOLLAH BAHRAMI: Mr. President and Gentlemen: I did not intend to speak in this honorable assembly for two reasons: First my defect in the pronunciation of the English words does not allow me to make myself perfectly understood; secondly, I see in this Conference some of the most eminent and efficient police masters of the world, who are able to entertain us in those topics, which are of general interest to all the members present. The description of the different organizations of police departments in the world, though highly interesting for itself, owing to its similarity cannot rise the same interest that is reserved for more scientific topics. But your indulgence and your patience, Mr. President and gentlemen, have emboldened me also to say a few words about the police system of Persia.

It is needless to assert that the institution of police in Persia dates from many years, as it is well known Persia is one of the old nations and has cities which are flourishing since many centuries. Every community for the maintenance of order, has from the very beginning tried to create a kind of police of the City, as the mankind is from a common stock and have similar need in the different stages of their progress.

I am sure that the other nations according to the periods which they have passed have witnessed the same experience. Of course the modern institution of the civilized world, differ now actually from what it was some centuries before. Now it is more humanity and desire to prevent the crime; that is, to punish the offenders of public security. So far as I believe most of the States have now adopted the modern methods.

The modern police institution in Persia dates back nearly half a century. It differs widely from what is was before this time. The police force before that time was merely for collecting contributions and striking the people with awe, in order to submit them to the whimsical wishes of the despotic rulers which were reigning then in Persia. Of course bastinadoes and strangling and mutilating were among the most benevolent methods then used.

Shortly afterwards the Chief of Police was then at the same time the chief executioner. This history of the different states of the world shows us that the police department has nearly a like origin. But as I have explained before, about fifty years ago, owing to the general changes which was brought into the country and the adaptation of Western civilization made it keenly felt that the police department of Persia should be brought to be an up-to-date institution. Foreign advisers were invited from the police staff of Italy and then from the Department of Stockholm to reorganize the police of Persia. The foreign advisers did introduce the methods prevailing in their countries, but owing to the lack of experience in the Oriental question and especially to the lack of knowledge in the native tongue, did not perfectly succeed in their work. The modern organization of Police of Persia is the work of the joining of Persian with European education, who after the departure of the Swedish organizations, have accepted this responsibility.

It is needless to say, that the Police Department of Persia, for its organization and its modern means, is one of the best, up-to-date institutions. But far from perfection, we are now in Persia most eager to complete our work and to get the benefits from the large experiences which are acquired by our sister departments. The progressive actual ruler of Persia, Reza Khan, has immediately agreed to the kind invitation of Mr. R. Enright and has especially commissioned me to come here and report of the wide progress, which the police work has accomplished since these few years. These late improvements in the police system will be undoubtedly introduced in Persia and I am allowed to state that Persia will coöperate with any proceedings which is based on the scientific lines. Especially I am eagerly waiting for the report of the Committee which was commissioned yesterday to investigate about Distant Identification and I am glad to assert that Persian police can share for a great part to the question of narcotic prevention. In thanking Mr. President for the kindness which he has shown to the foreign delegates and the facilities which he has offered us to advance and further our investigations, I dare to submit to his examination and also the kind regards of the honorable members of the assembly, a question which to my opinion is rather neglected in the program. That is the means and devices which are to be practiced for the prevention of crimes. In the stage of humanity which we are now living, it must not be the question how to apprehend a culprit and punish him, but it must also be the main object of police how to prevent the transgressor of laws to become a criminal. No doubt, this question will be discussed in the Conference of Prison Reforms, which is to be held in the month of August in London. To this high Conference officially bound to present myself and will hold my theme, but I think at the same time that this question should be discussed also here. The parade of traffic, which we have assisted in Monday, surely will not fail to educate public minds and to secure their safety for the future. Do you not think, Honorable Gentlemen, that the same devices for preventing crimes would prove itself to be also efficient?

It remains for me to thank again the Mr. President and the Honorable Members of this Conference, for the patience they have shown to my unintelligible English and hope for this Conference that I should be able to explain myself more correctly. (Applause.)

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**PRESIDENT ENRIGHT:** It is a very great pleasure to introduce to you Honorable Octavio Casanave, Minister of Marine of Peru, formerly Chief of Police of Lima, Peru. (Applause.)

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**MR. CASANAVE:** Commissioner Enright, Ladies and Gentlemen: I wish to express the great emotion I feel at this moment as a witness of this great assembly and at the same time to congratulate the organizers of this International Conference as representative of the Government of Peru.

To Commissioner Enright we must extend our thanks for his endeavors in reaching his ideal regarding this Conference. I wish to declare also that I have been corresponding with the President of the Assembly in connection with our cause, and getting new ideas and great help in my effort to comply with my duties as a member of this Conference.

Since we held our last meeting in this City of New York, I have been working hard to make efficient the elimination of all social diseases, special efforts being made against drugs of all kinds, and white slavery.

The President of Peru, Honorable Augusto Lejuia, wishes through me to extend his congratulations to this assembly, and he is doing his best to see that our efforts are successful in every way.

I am taking the liberty of suggesting something that, according to my experience in the police department, will help a great deal to avoid difficulties in connection with our work, and that is to create police adjutants to the legations of the different countries, exactly the same as naval and military attaches, and his duties would be to facilitate all kinds of information in connection with his work as a member of the police force and, at the same time, would improve the prestige of our institution. If my idea were to become a fact, I am sure it would help a great deal in the work of this International Conference, and sometimes we have not been able to have a successful meeting due to the fact that we need professional men on the jobs, and for the help and assistance of the legal representatives of the nations in many problems that arise at any time in connection with international police.

I must finish, feeling very optimistic that our ideal will be realized in the near future. (Applause.)

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**PRESIDENT ENRIGHT:** I have the pleasure of introducing, ladies and gentlemen, Chief Inspector Chelmicki of Poland. (Applause.)

**MR. CHELMICKI:** Mr. President and Gentlemen of the Convention: It is not my intention to take the time and patience of the general session with the paper which, at the request of your honorable President, I prepared on the Organization of the Polish Police Force. I will present it before the Committee on Organization in due time. Permit me, however, to say a few general words on the present status of the police in Poland. The Polish police have existed now for almost ten years. It had its origin in the National Guard or Militia, organized in 1915, during the Great War. After Poland regained its independence, on the basis of the Versailles Treaty, and thanks to the generous help of the United States, the Polish Government at once proceeded to organize the protective service. Due to the devastation of Poland by the terrors of the War, this required tremendous effort. But the Government has attained its goal. At present there is an efficient police body organized as a central organization, the State Police, for maintenance of order, administrative and judicial duties. There is today one policeman for every 800 citizens and for every eight miles of territory. There are 18 schools for sergeants, 16 schools for constables, a school for women police, and an academy for higher officers. The Polish police participate actively in the international police work and in all efforts towards the establishment of a closer and more efficient international coöperation.

In the name of the Chief of the State Police of Poland I have the honor to thank your Honorable President for his kind invitation and the opportunity he has offered us to get better acquainted with the splendid organization of the police forces in America, and especially in New York. The latter is considered in Poland to be the best organized in the world. (Applause.)

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**PRESIDENT ENRIGHT:** It is a pleasure to introduce Chief Constable Ross, of Edinburgh, Scotland. (Applause.)

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**CHIEF CONSTABLE RODERICK ROSS:** Mr. President, Ladies and Gentlemen: It is indeed a great distinction to have been afforded the privilege of attending this, the Fourth International Police Conference, and the civic police authorities of the Ancient City, which I have the honor to represent, instructed me when leaving Edinburgh, to extend to you their sincere thanks for your courteous and gracious invitation.

I endeavored to arrange official matters so that it might be possible to join you at previous Conferences, but something untold happened which prevented me from being present. On receipt of your last invitation, I applied to my council for leave of absence, which they kindly granted, with the result that I was able to settle affairs to allow of my attendance here this year.

You have heard so much this afternoon about police administration in England and elsewhere; the laws of Scotland are a little different, but the procedure on the whole in Scotland is exactly similar to England. The reason I say this is because I had fifteen

years' police experience in England before they sent me back to Scotland. It was my privilege to serve for five years under Sir Robert Peacock, the present Chief Constable of Manchester, and I can assure you that a man of greater integrity I have never struck in the police force of Great Britain.

Your President very kindly sent me a file of your records last year, which I read with great pleasure and instruction. I noticed that on one of the social occasions one of the speakers said that all Scotchmen were supposed to be orators because, he added, it was a gift. (Laughter.) Well, he might have gone a bit further. He might also have said that all Scotchmen kept the Sabbath and everything else they could lay their hands on. (Laughter.)

Excellent advantages are to be gained from the common discussion of police topics, and I, for one, will return to my city imbued with fresh knowledge, the great benefit of which I shall give to my staff officers, who, in turn, will pass it on to their subordinates. It is not I alone, therefore, who am gaining valuable experience, but the whole of the Edinburgh City Police, and on their behalf, and on my own behalf, I most heartily thank you for the opportunity so kindly given to me to attend this season's Conference.

I have referred to Edinburgh as being an ancient city, and I think I am entitled to do so, since it was Edwin, King of Northumbria, who, capturing the city about A. D. 617, gave the burgh his name. Edinburgh, one of the most beautiful cities in the world with its castle rock, its fine hills and steep crags, is the second largest city in, and the metropolis of, Scotland. It is the most important seat of the administration of justice for the whole country, the meeting-place of the Supreme Courts, the fountain-head of scientific and literary activities, the center of the chief Scottish universities and schools and the focus of influences of every kind over the entire country. The city has a calm, steady character in keeping with the predominance of legal, educational, literary and artistic pursuits, from which it derives its principal maintenance, and it has been aptly and often described as the "Modern Athens" and "A Partician among British Cities."

After reading carefully the various subjects examined so fully at past Conferences and hearing the different views expressed, I fear there are few topics about which I could speak with interest, in view of the fact that most of the vital questions affecting the Police World have at some time or another come under consideration. It was my intention a year ago, had I been present, to give an outline of the force which I command, but, after Sir William Horwood's interesting account of the Metropolitan Police Force, I think a description of mine would be mere duplication, seeing that the Edinburgh City Police is run on practically similar lines.

A few remarks on several somewhat important points, about which it would appear little has been said, would perhaps not be

amiss. With your permission, therefore, I beg leave Mr. President, Ladies and Gentlemen, first to give you a very brief sketch of the force under my command, and secondly to offer some observations on my criminal investigation department, so far as its administrative organization is concerned.

After the Battle of Flodden in 1513, the citizens of Edinburgh began voluntarily to perform the duty of what was called the "Watching of the City." In 1648, a paid force of sixty men, with a captain and two lieutenants, was appointed for police duty; this force, however, proved unsatisfactory and was so unpopular with the inhabitants that the voluntary system was soon reintroduced. About 1689, there was formed, under authority of an Act of Parliament, another paid body, 126 in number, which received the name of the "Town Guard." A better system was inaugurated in 1805, improved in 1812 and 1822 and matured in 1848, which embodied the main characteristics of the present police organization and was the parent of the Edinburgh City Police of today.

Edinburgh has now an estimated population of 426,300, which, during the summer months, on account of the influx of tourists, increases to well over half a million. This gives an average of 563 persons to every member of the permanent force. The area of the city covers almost fifty-one square miles with a street mileage of 338; its extreme length is  $11\frac{1}{4}$  miles and its extreme breadth nine miles. These figures represent the area of the city, including the flourishing seaport of Leith, which prior to the year 1920 was a separate burgh policed by its own force. The total strength of the Edinburgh City Police is at present 806, the total annual cost of which works out roughly at £257,854 or about one and a quarter million dollars; the Government pays half of this sum, the Municipal Authorities meeting the cost of the other half. The assessment for purely police purposes in 1924 was 6.103 pence per pound rental.

Edinburgh is divided into five police divisions with headquarters comprising the administrative staffs of the various departments. The whole force is governed from headquarters through either verbal or written orders issued by me to my Assistant Chief Constable or to my Superintendent Chief Clerk; the former is in charge of headquarters, while the latter controls the chief clerk's office, which deals solely with the administrative and financial work of the force.

The Assistant Chief Constable is responsible to me for all departments at headquarters, with the exception of the Chief Clerk's office, which is under my personal supervision.

Crime of every description is attended to by the staff of the Criminal Investigation Department, one of the most important branches of the Constabulary Service. Each Detective Inspector has an allotted district and all crime committed within his particular area is investigated by him, or by his divisional officers. On receipt of a report of an occurrence necessitating inquiry by the Detective Department, full particulars are furnished from the

divisional station or sub-station, within whose jurisdiction the crime or offense has been committed, to headquarters for attention. In addition to personal investigation, a description of the thieves, stolen property, etc., is at once circulated to every pawnbroker and broker throughout the city and to chiefs of police of all Scottish and the larger English, Irish and Welsh police forces; if the suspects are well known and their photographs are in possession of the police authorities, copies are forwarded to all places with which they are supposed or known to be connected.

The fingerprint impressions of all persons suspected or convicted of crime in my area are invariably taken and forwarded to the Central Criminal Registry at New Scotland Yard for identification and classification purposes. During the last year the number of persons, whose fingerprints were filed at New Scotland Yard, was about 500, and out of these sixty-four persons were recognized as having been convicted of crime in other jurisdictions; facts which go to prove how essential it is for each country to possess its own Central Criminal Registry, and for all forces to take full advantage of this most important institution, introduced specially for identification and detection of travelling criminals. I may add that this practice of forwarding fingerprint impressions to Scotland Yard is now practically universal throughout the Constabulary Service of Great Britain. It would, therefore, appear that no good purpose is served by individual forces possessing their own fingerprint registries. There is no doubt that, if every force is to derive full benefit from the fingerprint system, each country should have a common central registry, run on the lines of Scotland Yard, for the classification, identification and filing of such records.

The personnel of my Criminal Investigation Department at present numbers fifty-seven men, constituting the outdoor and indoor staffs. As I have already mentioned, the city is split up into five police divisions, and to each of these is allocated one detective inspector, having under his command six or seven detective officers, most of whom hold the rank of detective sergeant. There is in command of the criminal investigation department a Senior Lieutenant, who is responsible to the Assistant Chief Constable for the whole work. The outdoor staff is commanded by a Junior Lieutenant, and this officer, in addition, directs one of the important divisions of the city. He is also responsible for supervising the work of the police pawn searchers, whose duty it is to examine all pawnbrokers' and brokers' premises daily for articles described on the daily lists of stolen property. A chief detective inspector is in charge of the indoor staff, and in the absence of the Senior Lieutenant, this officer is responsible for superintending the whole department on account of the fact that he is always on indoor duty, whereas the Junior Lieutenant is often absent from headquarters.

The members of the Outdoor Staff consult their respective Divisional Inspectors for advice on any doubtful point raised in the course of their inquiries. No officer, either of the Outdoor or



Indoor Staff approaches the Senior Lieutenant unless it be in regard to an extremely personal matter, but obtains, through the proper channel, the required counsel on any part of his duties from the Junior Lieutenant. Whenever the Junior Lieutenant has placed before him an abstruse proposition, for which adequate directions are difficult to prescribe, he may, after every aspect of the case in question has been fully discussed among the divisional inspectors, lay the facts before the Senior Lieutenant for consideration. When the Senior Lieutenant has reviewed the different suggestions put forward, he then decides which of them should be selected as most likely to solve the problem with which they are confronted. The chief detective inspector, when in doubt, acts in a similar manner and is responsible for the methodical investigation into all work performed by the Indoor Staff, each member of which has his specified duties. His constable clerks submit any indefinite matter to their clerk sergeants who, when necessary, consult in turn their chief inspector. This practice of consulting one's immediate superior prevents the Senior Lieutenant's time from being needlessly expended in listening to matters which can be settled by his immediate subordinate officers.

After the members of the Outdoor Staff have completed their morning examination of prisoners in the cells and have heard the information read with regard to reports received during the preceding day, the senior lieutenant holds his daily conference with his divisional inspectors, when he discusses with them reports, memoranda, etc., submitted to him concerning events of the previous twenty-four hours. At this conference, the Senior Lieutenant also issues advisory instructions and gives reminders where they are needed. In this way, he keeps in close touch with all phases of the work, is able to examine it from purely an administrative standpoint and is in a much better position to locate accurately weak links in the organization of his department. It is my opinion that were each officer, when in doubt or difficulty, to apply to his immediate superior for guidance and instruction instead of troubling the head of his department, it would allow the latter to rectify any oversights for the detection of which he would have much more scope.

It is the duty of the Senior Lieutenant to furnish me every morning with a synopsis of all outstanding occurrences affecting his department, with the result that on my arrival at the office I can see at a glance all items referring to important incidents which have happened during the last twenty-four hours. When an occurrence of a serious nature takes place, the facts are at once communicated to me, for I am sure that you will agree with me when I say that there is nothing more annoying than for one to be questioned about some matter or other, which perhaps has been given prominence in the press, and for one to be unaware of the circumstances. I make a point, therefore, of being kept informed of all unusual and serious episodes, so that when the occasion arises and I am called upon for an explanation I, through being fully conversant with the facts of the case, find myself in a position satisfactorily to enlighten my inquirers.

In addition to this Daily Precis of Crime, the assistant chief constable reports personally to me each morning, and together we discuss the data contained in this summary along with other divisional matters. In this manner I keep myself acquainted with all important acts of crime and police matters in general. There are stationed at headquarters a number of motor vehicles ready for the road at a moment's notice, and in case of great urgency a further supply of cars can be immediately requisitioned from the corporation garages.

I shall now endeavor to give you some idea as to the manner in which criminal matters, reported to the various divisional stations and substations, receive attention from the Detective Department.

When a person reports a theft, etc., at a station, the station sergeant writes out a report on the matter embodying all the information contained as to the nature and circumstances of the complaint. If the matter is urgent, the facts of the case are first communicated by telephone to headquarters, and the written report despatched afterwards for record purposes. The form used is known as a "route," and every matter reported at any station is, with few exceptions, recorded on this form. As soon as the route reaches the Criminal Investigation Department, the clerk receiving it marks on the form the time it was delivered at the department. The clerk hands the route to his sergeant who, after perusal and initialing, returns it to the clerk for the particulars to be entered in the Daily Information Book. The route, bearing the information book reference number, is then scrutinized, and any property stolen will appear fully described on the pawnbrokers' list the following morning for the police pawnsearchers' attention. The route, after being copied and the duplicate filed for future reference, is next entered through the Divisional Route Book, and is handed in due course to an officer for inquiry by the detective inspector in whose area the theft, etc., took place. As soon as the officer receives the route, he records the data into his official notebook, and returns the route for filing to his inspector. When the matter has been dealt with, the entry in the Divisional Route Book is marked off by the inspector to indicate the result of the case.

An alphabetical index card register of all route forms received at the Criminal Investigation Department is maintained, the index card showing the name and address of the complainer, the nature and date of the complaint and the name of the officer attending to the inquiry. This register enables the indoor staff to give prompt attention to the members of the public calling to inquire how their cases are progressing. Any delay in locating records of complaints naturally strikes the public as being a sign of inefficiency, and for this reason it was decided to introduce an index card register, and it has easily proved its worth. The index card also shows all references with other books and thus acts in many ways as a connecting link and guide.

Informations are read out by telephone four times daily to all stations, all of which are in possession of telephonic conference facilities—that is to say, the telephone operator at headquarters can speak simultaneously to all police stations. Everything of any importance is recorded in the Daily Information Book and is read out at all parades prior to the men taking up duty on their beats. In consequence, every member of the uniform branch, in addition to the detective staff, before going on duty is fully conversant with recent important occurrences.

All data with regard to persons reported missing and wanted by us and other forces is circulated through this Daily Information Book. Officers causing any entry to be made in this book are held responsible for its cancellation. Great care is taken in accurately recording particulars regarding persons wanted and missing. For this purpose there are filing cabinets containing several registers run on the index card principle. It is, therefore, possible at any time quickly to ascertain whether a person is wanted or has been reported as missing, and such facilities are a great aid in police investigation.

Detective officers are instructed to exercise care with their records, for unless adequate attention is taken in this respect, mistakes are very liable to occur. Officers are responsible for keeping a detailed account in their official notebooks of all action taken in connection with each inquiry passing through their hands. With this end in view, the outdoor staff are in the habit of entering all such particulars in a uniform manner. The left-hand page of their notebooks contains the subject matter of an inquiry along with other miscellaneous data relating to a case; the right-hand page is solely devoted to indicating action taken in a case and also shows dates of cancellations, recoveries, results, etc. It has been found that this method of recording information renders great assistance to the detective officers, as they can see at a glance in what condition a case is, whether still pending or completed, and safeguards them against frequent error in their work.

I should like now to pass a few remarks about the subject of Correspondence and Telephonic Communications.

Correspondence, on its arrival, is read by me, and in my absence by the Assistant Chief Constable. After retaining what is applicable to the Chief Clerk's Office, the remainder is distributed by my Chief Clerk to the various departments at Headquarters. The majority of correspondence received seldom leaves the different offices, but in the case of the Detective Department, adequate precautions are taken against loss on account of the numerous officers, through whose hands the communications pass. The Senior Lieutenant, after reading the mail, hands it over to the officer in charge of the indoor staff, whose duty it is to separate the letters that require the outdoor staff's attention from those which can be dealt with at once by the indoor staff. All letters distributed to the outdoor staff are recorded through the Main Office Correspondent Book, and at this stage each communication receives a reference number. The headings in this book indicate

the subject and date of the letter, the sender's name, the name of the Divisional Inspector to whom it is given for attention, the date on which he receives the correspondence, and his initials against the entry records the fact that he acknowledges its receipt. On the correspondence being returned for filing, the entry is marked off to show that the case in question is complete. Correspondence is thus distributed to the various Divisional Inspectors, who in turn record all postal communications received by them in their divisional correspondence books, which are practically a duplicate of the Main Office book. Each Division Inspector distributes his correspondence to his own officers. As soon as a letter has received the required attention, the officer returns it along with his report to his Inspector, who after marking it off in his own correspondence book and initialing his officer's report to show that he has examined its contents, submits it for the Senior Lieutenant's approval, after which a reply to the letter is typed, and the whole correspondence is finally submitted to the Assistant Chief Constable for signature.

A small index card is made out for every letter received at or despatched from the Detective Department. In consequence, when there is occasion to refer to previous correspondence, this alphabetical card index register is consulted and the subject desired is found; from the reference numbers indicated on the card particulars are obtained of every Force or person with whom there has been correspondence, so that it is an easy matter quickly to locate all duplicate correspondence without fear of overlooking any part of it.

To ensure that an accurate record of trunk telephone messages and local messages of importance is maintained, the Indoor Staff type in duplicate all messages received from police forces and private persons residing without my jurisdiction. The original typed communication, after the officer in charge of the Indoor Staff has initialed it, is placed on a Suspense File until the matter is complete, when the document is filed as, and along with, ordinary correspondence. The duplicate typed messages are filed in proper chronological order in files solely used for this purpose. The greatest care is taken by the whole staff with telephonic correspondence despatched to and received from other forces, for all my officers realize the fact that such messages are as important as ordinary correspondence and call for even more prompt attention and careful record than the usual postal communications. Perhaps I should give my main reason for instructing that these messages must, without exception, be typed in duplicate. Very often, after a telephone message has been typed and handed to an Outdoor Officer for inquiry, a subsequent message is received with regard to the same matter, and if in the interval the Indoor Staff has changed hands and the Outdoor Officer having the first message is absent from Headquarters, there is no available officer with any knowledge of the contents of the first message. In the event of such a contingency arising in my Detective Department, the Indoor Officer receiving the second message has simply to refer to the Duplicate Telephone Messages' File, where with little

difficulty he will find the copy of the first message, is able to pick up the thread of the case and deal with the matter in a satisfactory manner. Index cards are made out for every trunk telephone message, sent or accepted, as in the case of ordinary correspondence, and these cards are filed together with those which constitute the Correspondence Index Card Register.

I should also like to say a few words about the General Index Register of Crime in use at my Headquarters. This register was first introduced in 1900, and now contains roughly about half a million cards. It is the custom in my Detective Department to make an index card for every convicted person passing through my officers' hands. On this index card, in addition to a person's description, age, etc., the Criminal Register Number at New Scotland Yard and Local Photo Number are recorded. All our local photo descriptive cards are filed numerically in cabinets, and when it is necessary to locate a person's record, reference is made to this General Index Crime Register, and having found the individual's local photo number, the photo descriptive card bearing all known data is at once obtained. There are also separate group photo albums of well-known criminals, classified according to their particular modus operandi. Running in conjunction with these albums, there is a special Crime Classification Card Register, so that when a certain type of crime is reported, the records of criminals, whose specialty is indicated, are looked up and the suspects cross-examined, etc., and it has proved that in many instances the crime in question has been traced to one of the persons classified for such crime under the particular section of the Crime Classification Register, which, I may add, is run on Scotland Yard Principles.

It will be seen, therefore, that the object in establishing this extensive system of filing is to ensure speedy and accurate location of records. Nothing looks worse than for a member of the public to call inquiring about a certain matter, and after some delay admission has perhaps to be made that no trace of the matter, for the time being, can be found. Service of this kind naturally gives the public a bad impression, and they leave the Department with the firm idea that their complaints have received scant attention. With the filing systems in vogue in my Criminal Investigation Department, on an inquirer intimating the nature of his business, the Indoor Officer is able to communicate, without any loss of time, to the officer in charge of the case, and in a few minutes the visitor has concluded his interview and leaves the officers in a contented frame of mind. Even though the officer concerned is absent at the time of the call, arrangements are made for an interview later, and the caller still leaves the Department with a strong feeling that his case is in competent hands.

It is the constant endeavor of the Edinburgh Criminal Investigation Department to expedite replies to correspondence and all other inquiries, and any chance of delay is eliminated by the careful supervision and methodical checking of the whole work.

I think I am somewhat justified in saying that the various matters to which I have referred in the course of this paper, are in their individual spheres almost as important as some of the more intricate questions about which there have been considerable discussion and controversy. It certainly pays every Force, large and small, to study these points, as they undoubtedly form a large part of the foundation on which rests police efficiency. If the public respect the police, it may be safely assumed that they regard them as being an efficient body. It is the public whom we serve, and naturally they criticize their servants as they have the right to do. It is, therefore, incumbent on us to do our utmost not to curry favor with the public, but to win their sincere esteem through being capable of always dealing with and helping them in all their troubles.

Before concluding this address, I should like to place on record my high appreciation of the great courtesy and kindness which have ever been extended to me by the Police Forces of all nations.

It cannot be denied that, with the continuance of such a universal spirit of comradeship and close coöperation, international relations will always be of the happiest, and the vital force of such friendship will greatly further and lend promise to police interests in the near future all over the world.

I thank you, Mr. President, for the compliment of your invitation, and you, Mr. President, Ladies and Gentlemen, for the greater compliment of listening to me with such patience, and I hope, a little interest. (Applause.)

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PRESIDENT ENRIGHT: The chair recognizes Captain Morales, of Venezuela.

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CAPTAIN MORALES: Honorable Chairman and Gentlemen of the Conference: The Government of the United States of Venezuela, responding to the kind invitation of the Honorable the Commissioner of Police of the City of New York, has graciously appointed Honorable Pedro Rafael Rincones, Consul General, and myself delegates to this Conference. Our presence in this notable gathering is the result of this designation.

We come here with the greatest desire to learn the methods employed and to observe the progress made in the broad field of police activities, in this, one of the greatest cities of the world, and further to coöperate in every way possible with all other nations in systematizing the work of the police, that the beneficial results may be extended to every distant corner of the world.

Police is the guarantor of public safety and peace among the people. Therefore such an institution is one of the most important in the organized life of nations.

I am proud to say that in Venezuela our President General, J. V. Gómez, fully aware of the great necessity of maintaining the

peace and security of our country, proclaimed that the manufacture, use and importation of firearms were absolutely prohibited. Even hunting guns are barred and can only be imported under special permit from the proper authorities and, further, upon the arrival of such guns in Venezuela, they are immediately registered at Police Headquarters, thus enabling the police of Venezuela to record the names of all those who possess arms of every description. This procedure has reduced the activities of criminals in Venezuela to practically nothing, and in my opinion is an important point for this great Conference to consider—the suppression of the use of firearms.

In the name of the Government of the United States of Venezuela and on my own behalf, I beg leave to thank the Honorable Richard E. Enright, Commissioner of Police of the City of New York, for the splendid work he is doing in the interest of mankind, and for the opportunity to attend this Conference. I also consider it a further privilege to be permitted to meet such distinguished delegates of the whole civilized world, thus drawing closer the ties of friendship among those safeguarding institutions and known as the police force of nations, here assembled. (Applause.)

PRESIDENT ENRIGHT: I want to thank Captain Morales for coming here with this fine message from his country, and we shall be pleased to hear still more respecting his police organizations at some future session.

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PRESIDENT ENRIGHT: Gentlemen, this is all we will try to do this afternoon. We will adjourn very shortly and go to the Waldorf-Astoria, and later on we will meet, as is outlined in this program, at 8.00 P. M. in the Grand Ballroom of the Waldorf-Astoria, where we will take up the work of the third session.

(The meeting adjourned at 5.30 o'clock.)

ADJOURNMENT.

**TUESDAY, MAY 12, 1925**

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**THIRD SESSION—EVENING**

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The meeting convened at eight o'clock, at The Waldorf-Astoria, New York City, Commissioner Enright, President of the Conference, presiding.

**PRESIDENT ENRIGHT:** The first order of business for the evening session will be under the topic "Criminal Identification." The first part of that subject, "Distant Identification," will be treated by Dr. Carlos Arroxellas Galvao, Assistant Police Commissioner, Rio de Janeiro. (Applause.)

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**DR. ARROXELLAS GALVAO:** Mr. President and Gentlemen: During the Conference in 1923, I had the opportunity of studying the system of Distant Identification, which was proposed by our eminent colleague, Hakon Jorgensen, from Denmark.

I was so forcibly impressed by the technique of this system and the results obtained by it that I called the attention of my Government to the advisability of adopting it, at least among Brazilian Police, who possess a somewhat similar organization.

Having received an invitation to take part in the conference which convened in Brussels from September 13th to 19th, 1923, for the purpose of treating with the same subject, I did not hesitate to place myself absolutely in line with Jorgensen, after comparing his system with all others in existence.

Returning to the subject of Distant Identification, I am glad to say that Brazil has distributed among all technologists of the Brazilian force and that by order of my Government Jorgensen's book on Distant Identification was translated by me into Portuguese and officially distributed to all police departments in the country. This system served to complete our national police covenant, which was signed in the City of S. Paulo on April 7, 1912, by the various Brazilian Police affiliations.

Brazil is divided into twenty states and one Federal District, the latter formed by the City of Rio de Janeiro, all self-governed and autonomous.

The Constitution of the Republic is based almost entirely on that of the United States, consequently, in police matters the state police departments have the same autonomy as the United States.

In order to avoid discords arising from this system, it was found necessary to call a "National Police Conference" for the



purpose of signing a covenant compelling all national police departments to automatically exchange fingerprints of certain classes of criminals.

In this way we have solved the difficulty which still exists in other countries, of unifying police methods in regard to identification.

This covenant produced such magnificent results that today all state legislatures have voted like dispositions compelling their uniform execution.

On the other hand, we were able to accept the burden imposed by the covenant of Buenos Aires, of February 20, 1920, in regard to South American Police.

I believe that the application of the Jorgensen system in regard to police information between states will greatly facilitate the fulfilment of the Brazilian Convention of 1918.

This covenant is as follows:

#### COVENANT.

Article 1. The police of the States of Para, Piauhy, Ceara, Rio Grande de Norte, Pernambuco, Sergye, Bahia, Esp. Santo, Rio de Janeiro, Districts Federal, S. Paulo, Parana, S. Catharina, Rio Grande de Sul, Goyaz, Minas Geraes, through their respective representatives have convened and have agreed to exchange directly with the respective departments of identification, during the term of this covenant the antecedents of persons considered dangerous to society, and also information concerning law-abiding individuals, who desire such information as proof of identity or good character.

Article 2. For the purposes of the first part of Article 1, persons considered dangerous to society are:

a. Those who have been deported from Brazil and those engaged in the white slave traffic and prostitution.

b. Those who are convicted of felonies and crimes against persons and property.

c. Those proven guilty of counterfeiting national or foreign money, public deeds or affidavits, fiscal certificates or stamps of whatever kind of any country.

d. Inciters of strikes, unlawful assemblages, riots, etc., whether through the press or through public gatherings of societies or even of individuals with the purpose of subverting social order and perturbing the freedom of peaceful pursuits.

Paragraph 1. All that which refers to the political past of persons considered dangerous shall be excluded from the exchange.

Article 3. The antecedents referred to in Article 1 include the following:

a. Fingerprints, cards, according to the "Vucetich" system and, in some cases, especially those treating of persons who have

been deported or expelled, of white slave traffickers, dangerous robbers, anarchists—the photographs taken of fullface and profile on a 9 x 13 scale.

Paragraph 1. Fingerprints cards for exchange shall be according to the "Vucetich" model.

Paragraph 2. The printed form of card of the fingerprint shall have the dimensions of the model which was adopted at the covenant signed on October 20, 1905, at Buenos Aires, and which is included in the report of proceedings of this convention.

Paragraph 3. Identification photographs shall be taken at uniform distance on a scale of  $1/32$  millimeters for the head, computed from the upper medium line of the hair to the base of the chin, it being agreed upon that the Alphonse Bertillon machine shall be adopted for this purpose.

Article 4. For the purpose of this Convention the police of the States of Brazil shall endeavor, through their respective governments, to introduce the "Vucetich" fingerprint system, this introduction to be affected up to December, 1912, in the states which do not yet possess said system.

This identification system comprises:

a. Characteristical affiliation and descriptive examination, chromatic notes, characteristic traits, peculiarities, particular marks and signs, scars, tatooing, anomalies, either congenital or acquired, etc.

b. Photographs, full face or profile, reduced to the scale of  $1/7$ .

c. An imprint of the papillary extremities of the fingers as well as of the palms of the hands and when necessary, of the soles of the feet, which possess the same invariability and diversity.

Article 5. The bureau shall effect the identification of all persons detained for crimes or offenses of whatever age, sex or social condition without exception, legal immunities being respected. It is the duty of the police authorities to affix to all legal processes the fingerprint cards of the accused. This card shall be considered to all effects the foundation of trial of the accused, owing to the exact knowledge which it affords of the accused, his good or bad antecedents, and thus furnishing justice, the police and public prosecutor with all the elements of information which may be useful in establishing the degree of guilt of the individual subject to process.

Article 6. The police shall furnish proof of identity to persons desiring such a document and to persons of good antecedents, certificates of good conduct, which shall to all effects be equivalent to a certificate of character and for which there shall be a Civil Register, separate and distinct from the Criminal Register, it being the duty of the police to exchange the fingerprint cards of any persons concerned when requested by them to do so.

**Article 7.** Documents sent out under the force of certificate of good conduct for the purposes of the above article shall be revalidated six months after they are granted.

**Article 8.** Persons who have been in jail for merely correctional reasons and who have not been subject to process may obtain from the offices certificates of good conduct, which shall be equivalent to a certificate of character, notes on their detention being suppressed in this case by subsisting for the political and other purposes.

**Article 9.** Persons involved in any offense of which they have been absolved, the final sentence having been waived, may obtain civil identification for the purpose of Article 6, in view of the fact that acquittal imposes perpetual silence in regard to the offense.

**Article 10.** However the bureaus shall at no time cancel any note, register or record referring to the persons identified, for any reasons whatever, not even civil ones, as the identification is not for the purpose of punishing or harassing, but is merely an institution for the obtaining of reliable personal information indispensable to police administration in guaranteeing individual security.

**Article 11.** The police signing this article shall, as an example and education, effect the identification of all the members of their staff and authorities, civil and military, it being established that no candidate may be admitted in any of their departments without presenting the proof of identity and certificate of good antecedents granted by the identification bureau, this presentation to take place always before appointment.

**Article 12.** The police, directly, through their respective officers, shall acknowledge receipt immediately of exchange fingerprints, furnishing the inquiring office with all possible information in regard to the party in question.

**Article 13.** This covenant is purely of an administrative character, maintaining essentially absolute reserve as to the antecedents exchanged and is restricted exclusively to police and judiciary purposes.

**Article 14.** The police shall communicate to each other with all possible haste, the departure of any of the individuals considered dangerous and who propose to enter or are suspicioned of entering or who may enter the territory of another, especially when such persons are included in letter (a) of Article 2.

This communication should be made with the elements found in Article 3.

**Article 15.** The present covenant shall last five years, counting from April 7, 1912, and may be further prolonged.

Failure to report on part of any of the states signing this covenant shall amount to a quinquennial prorogation, in case the

report should not be made up to April 7, 1917, to all the states signing and adhering.

**Article 16.** The police of Brazil who are not represented in the covenant may adhere to it by manifesting their adherence to the Identification and Statistical Bureau of the Federal District, whose duty it is to communicate the same to all states signing this covenant.

The practice during thirteen consecutive years of this covenant in my country has given such efficacious results that I should not hesitate to recommend it to all countries whose internal police organization might suffer certain complications as a result of the independence of legislations and forms of the state governments. I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** I want to say that I have had the pleasure of receiving and having translated to me the books prepared by Dr. Galvao. He has had all of the proceedings of the last conference, including the Jorgensen System and other publications relating to the last two International Police Conferences translated into Portuguese, and he has really established and carried into effect the mandates of the Conference of 1923 more completely, perhaps, than they have been carried into effect in the United States or any other country.

Secretary O'Connell will read a communication received from Mr. Jorgensen with respect to the International Identification System.

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[The following communication was read.]

To the International Police Conference, New York:

At the International Police Conferences in New York, 1922 and 1923, the Distant Identification System, proposed by me, was made the object of competent examination, whereafter the System was recommended as a standard Police procedure for coöperation between the different Police Departments. The Conference subsequently authorized the President and Secretary of the Conference to prepare, together with me, a Distant Identification Register of all known international professional criminals.

After the System likewise having been adopted at the International Police Conference in Vienna, I have obtained the necessary financial support from the European countries which were neutral during the war for the foundation of an International Distant Identification Bureau, where the International Distant Identification Registers could be worked out.

I have the honor herewith to present to the Police Conference a register containing about 5,000 signalments. I invite the members of the Conference to coöperate with the Bureau by sending fingerprints of all the professional international criminals to the Bureau, to be entered in the Register, and by subscribing to said Register.

The Distant Identification Register will then, in the course of a few years, be able to comprise all the dangerous professional international criminals, and these can be identified on the spot wherever in the world they are found.

The Police will then be able to fight the international criminals for the safety of community, according to the old maxim: "Strike quickly, strike hard and strike everywhere."

I wish the Conference success in its work for the safety of the public.

(Signed) HAKON JORGENSEN.

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PRESIDENT ENRIGHT: Gentlemen, we have just received from Mr. Jorgensen, a new edition of the International Fingerprint Register. You will recall that at the two last sessions of the International Police Conference, Mr. Jorgensen being here, this system was thoroughly outlined. To some extent, he was authorized, or at least encouraged, to go forward and prepare this book on Distant Criminal Identification. He has collected the records of a great many international criminals from Europe and other parts of the world, and he has registered them in this volume according to the Jorgensen System.

We have just received five copies of the last edition, which is quite up to date, and I think about the first off the press. He informs us in a communication that these may be purchased at a price ranging from three to five dollars per volume, depending upon the number that are ordered.

Of course, this system will never be of any great value to any police department until we have all put ourselves on the same basis, that is to say, we must reclassify our fingerprints along the line of the Jorgensen System of Distant Identification before we can make any proper use of this system.

Those of us who do not feel that we could possibly go back over our entire records and classify some hundreds of thousands of records under this new system, might, however, be able to go back some distance, or we might start where we are now, and when we classify our fingerprints, classify them not only according to the regular system of classifying fingerprints, but also according to the Jorgensen System. As soon as we are all in a position to reciprocate under that system, I have no doubt it will prove of great value.

I think we may not be able entirely to exhaust this subject this evening, but if necessary we will return to it. At any rate, it will be taken up by the Resolutions Committee, and such action will be taken respecting it as the convention may think proper.

I would like to call upon Dr. John Bingert, Captain of Police, of the Budapest Department, who will speak upon the subject, "Practical Application of the Jorgensen System." (Applause.)

**DR. JOHN BINGERT:** Mr. President and Gentlemen: The Royal Hungarian Government realized in 1923 the great importance of the International Police Conference which was held in New York. This will be easily understood when we take into consideration that the Hungarian Government appointed the Highest Chief of the Hungarian Police Forces to take part in the Third Conference in New York; and his Excellency, Dr. Nadosy, the Royal Hungarian Director of Public Safety, found that the interest of the Government was fully justified. The results of the last Conference are of utmost importance for the coöperation of the various Police Forces and organizations of the whole world. Consequently the resolutions of the Conference were passed by the Hungarian Police on all points. The limits of application owing to the peculiar conditions and restricted necessities of the country were pointed out.

I was requested this time to report to the Conference on the practical employment of the Distant Identification in general, and especially its employment in Hungary, together with all questions relating to same.

The system in the last four years had already been demonstrated in several cities—in London, Brussels, Paris and Berlin—but only to a comparatively limited circle.

In Berlin a number of experts were present who subjected the system to a test. So, for instance, test telegraphic communications were sent from the Fingerprint Bureau in Copenhagen to the Identification Bureau in Berlin, and an expert from Munich also submitted a description, which he got registered from an assistant from the Distant Identification Bureau, and thereupon placed it before the chief of the Bureau in Berlin, who could immediately state what person the telegram dealt with. Not one of the experts who witnessed this experiment, which was performed by a gentleman who had the greatest prejudice against the system and reckoned with all possibilities, could any longer doubt that there was something which was of the greatest importance for practical police service.

The last International Police Conference, which was held in New York in 1923, resolved to adopt the Distant Identification System of Mr. Hakon Jorgensen as a standard Police Procedure in the coöperation between the Police Departments of the whole world. This Conference resolved further that the system could be put into operation before the next International Police Conference, which is being held in New York City today.

The news that the International Police Conference at New York had adopted this system, had recommended it and has opened a training course, meant for the European countries, the energies of which partly were weakened in consequence of the war, that there now existed a possibility that this matter could be carried in practice. There was no more the question of a mere theory. Here was something that perhaps would be able to unite the police of all the world to an intensive collaboration.

The first step always is the most expensive, but also further progress may be difficult. At the International Police Conference held at Vienna, September, 1923, where also New York's police was represented, this first step was taken for the European Police Coöperation. Here experiments were made with the system, with the result that it was adopted. It was suggested:

(1) That the countries represented should have experts trained in Copenhagen, and

(2) That they should submit fingerprints of international criminals to the Distant Identification Bureau, and

(3) Lastly, subscribe to the Distant Identification Register, which already had been taken into practical use, both in Europe and in America.

The three countries which had remained neutral during the war, viz., Denmark, Sweden and Switzerland, have for the present agreed to assist the Bureau financially for a period of three years, whereafter it is reckoned that the system will have gained a sufficiently widespread interest, that the gradually extended Register can be continued by a general international subscription.

On leaving Europe, I asked Mr. Jorgensen to inform me how the work with the Register was proceeding and how the whole matter stood, and he told me that a large number of European cities are coöperating with the Bureau and that the first International Register has just been completed. The Register comprises about 5,000 descriptions of international criminals.

This Register will be published yearly, so that descriptions, which are supplied at a later date, after the edition of the one Register, can be incorporated in a subsequent edition. This Register, therefore, although it appears in book form, will be a living record comprising all international criminals known at any time to the Distant Identification Bureau. By the aid of this Register, which should be at disposal in all police stations of the world, the international criminal can be identified wherever and whenever he is encountered, if only there exists at the respective places a police officer who is acquainted with the system. The number of subscriptions signed for the Register is so large that its future appears to be guaranteed, and among the subscribers almost all nations of the world are represented. I can inform the Conference that Mr. Jorgensen told me he was very glad to see in the list of subscribers the names of so many Chiefs of Police whose personal acquaintance he has had the pleasure of making during his visits in New York in 1922 and 1923.

I am convinced that the coöperation between the police authorities who are given the chance of working with the Distant Identification System will give the police all over the world an enormously powerful weapon in fighting the international professional criminals. Even if one of them evades the hand of Justice here or there, the Distant Identification will have spun all over the world a network, in which he, sooner or later, will be caught. The

Register of Distant Identification is a danger to all wandering criminals; however cleverly they may disguise themselves, their identity will be unveiled.

Beside this general Register of Distant Identification, the Distant Identification Bureau intends to publish special Registers of persons wanted, based on the same principles. But the definite rules regarding the arrangement of this Register depend on negotiations which, at the moment, are being carried on between the Distant Identification Bureau and the permanent Criminal Commission in Vienna. However, in the coming year, there will be produced a Bulletin in which the police authorities all the world over may seek for any person wanted by the aid of his fingerprints, provided these are in the possession of the police.

Now I will tell you how the Distant Identification System is progressing in Hungary.

According to the resolution of the International Police Conference which was held in New York in 1923, and following the kind invitation of Mr. Hakon Jorgensen at the Viennese International Police Conference, the Hungarian Government sent two fingerprint experts—one of whom was myself—to Copenhagen. A Viennese expert also studied this method during the same period.

The inventor of this system, Mr. Hakon Jorgensen and his experts, gave us in Copenhagen all the necessary instructions regarding this system. After this course of training, I was requested to give a lecture on Distant Identification in place of Mr. Jorgensen at the Police Conference in Zoppot, Germany. At the same time, a course was given by the assistants of Mr. Jorgensen, Mr. and Mrs. Schaeffer, and myself, at the Police Headquarters at Danzig for experts from Danzig, Zoppot, Kiel, Koenigsberg, etc.

On our return to Hungary we made a report to the Minister of the Interior on this system. This report is identical with the resolutions passed by the experts in New York in October, 1922.

On the basis of this report, the Hungarian Minister of the Interior ordered that all the Hungarian fingerprint experts should be given instruction in this system. It was also decreed by the Ministry that lectures on the system be given in the various Police Schools.

A special course for fingerprint experts was therefore first given at the Hungarian State Criminal Registration Bureau. In connection with the Police Headquarters at Budapest, the State Criminal Registration Bureau decided to keep a file of all criminal records and warrants. This one section is the fingerprint registration for the whole country.

The system was demonstrated at the Police Schools in connection with the method of fingerprints. This meant a uniform training for all young police officers in the country. The Hungarian Senior Officers Staff of the whole country is being trained in a united school at Budapest. This school is the Police Officers



Training School, which lasts eight to nine months. We have a similar school for detectives, with one difference, that is, that the training only lasts four to five months.

On initiating fingerprint experts, police officers and detectives into the system, I made some very interesting observations. Here is to be noted that for my lectures I made use of copies of the excellent tables compiled by Mr. Hakon Jorgensen. These tables proved to be of immense importance also from the teacher's point of view. I have noticed and proved that the young detectives learn our registration method (System Henry Galton) with more facility and certitude, if one has previously explained the Distant Identification System. The interest of the students was increased immensely when—after learning the General Formulae 1 and 11—we endeavored to find the man in the International Register of Mr. Hakon Jorgensen. In short, the scholars were in several days so far advanced that they could all identify with certitude, and this, on the whole, is quite sufficient. Several of the detectives attained such a degree of perfection that presumably they could register. Here again I noticed that for beginners the trial registration in the Distant Identification is surer than in the Henry-Galton System. In the Police Schools nearly forty officers and fifty detectives were trained this year for Distant Identification.

Since learning the Distant Identification, the experts work much quicker and easier on identification in the office. The reason is very simple, as by the Distant Identification the valuation of all the small details in the fingerprints was given a certain good foundation. When I told this to Mr. Jorgensen, he pointed out to me that New York's excellent experts had expressed the same opinion.

In the practical use of the Distant Identifications, valuable knowledge was also gained and the following is a case in point:

An international criminal, Alexander Magindoff, a Russian subject, was fingerprinted in Budapest after the war. This man was born in Moscow in 1881 and had been previously convicted twenty-five times in Paris, Lyons, Hamburg, Berlin, Brazil, Budapest, etc. He had had, of course, various aliases, amongst which were Johann Goffmanky, Valentine Zargensky, Anton Lubimoff. A copy of his fingerprints was sent one and one-half years ago to the International Distant Identification Bureau in Copenhagen. This man was arrested in the autumn of last year in Belgium under another alias, and would give no information regarding his past life. The Director General of Prisons in the Belgium Ministry of Justice applied to the International Bureau at Copenhagen for information regarding this person and immediately received word that Alexander Magindoff was an international criminal and that his fingerprints would be found in Budapest. On request of the Belgium authorities, our Registration Bureau sent the required data, together with the fingerprint record of this man, to Brussels. The criminal had meanwhile been held by the Belgian Police Authorities on the strength of the information

received from Copenhagen. The explanation of his previous exploits altered one situation entirely.

The great importance of Distant Identification and the International Offices and Registers, which have resulted from this method is now very evident. This can be particularly well attested by our country.

Hungary (and, as a town, in particular, Budapest) is to Europe the Gate of the Orient. The wave of crime is from the Orient to the West, chiefly through Hungary and this circumstance gives rise to important problems for the Criminal Registration Bureau, which problems are often of an international nature. The value of our work for the Police Authorities of foreign countries can only be realized and made possible with the help of an international office and register. Here again we have the great importance of the Distant Identification and the International Register for the Hungarian Police. But the Hungarian Fingerprint Register has also a particular value for the neighboring states and their respective Police authorities.

Fingerprinting was introduced into Budapest in 1902. Our collection is therefore the oldest after London. We have at present approximately 350,000 fingerprint sheets. This material is, however, principally from Greater Hungary and was obtained before and during the war, but after the peace of Trianon only one-third of our land remained.

The Hungarian State Criminal Registration Bureau still possesses, however, a considerable value for the neighboring states, who took over a number of previously convicted criminals together with the separated territories. The application of this collection for police purposes is, of course, of international interest, which we are always ready to serve, but this interest can only be promoted by international help. In this case assistance is already given by the Distant Identification and the International Register. There is only now the question of how to apply this assistance.

As far as I am aware, the only experts of the Distant Identification in our neighboring states are to be found in the Austrian Police Force, and I think it would be of great advantage to the Czechoslovakian, Roumanian and Jugoslavian Police Authorities to instruct all experts in this system and in the use of the Register. This would make possible a closer, quicker and easier connection with the Hungarian State Criminal Registration Bureau and its collection.

Our State Criminal Registration Bureau is continually sending fingerprint sheets to the Distant Identification Bureau in Copenhagen; of course this refers only to important cases of an international character. Unfortunately the earlier material for this purpose cannot be thoroughly examined. This would be an exceedingly laborious and tiresome business for even a staff of three times as big as ours, and further, the cost would be too great for us.

With reference to the Distant Identification, I would also mention that in the course of this year more experts are being trained in this system in our country. It is, namely, our plan to train at least one expert in the new system for each of the 55 Town Headquarters in the country.

This is the preparation of the Hungarian Police for the general application of the International Criminal Register which is shortly to be published.

In order to facilitate the learning of the System, a text-book of instruction in the Hungarian language, edited by myself, is now in the press.

The opinion of the Hungarian Police considerations in the practical application of the Distant Identification is:

(1) That all countries should introduce the Distant Identification as a subject in their police schools for the entire investigating police.

(2) That all countries should send fingerprints of professional, but particularly the fingerprints of all professional international criminals, to the Distant Identification Bureau in Copenhagen.

(3) In the same manner, they should send fingerprints of all persons wanted, who are supposed to be traveling from country to country.

(4) Furthermore, all countries should sign a subscription list in large numbers for the Distant Identification Register that the cost of issuing this could be met.

(5) And, lastly, there should be found at every police station the registering magnifying glass required for the application of the system.

Mr. President and Gentlemen: With these few words, I have endeavored to give you an idea of the practical application of the Distant Identification and what the Hungarian Police are accomplishing in the interests of the identification of international criminals. The valuable stimulation to work together against the common enemy came from this conference and its highly honored President, Richard E. Enright.

The Hungarian Police hope to have also rendered some assistance towards the completion of this great work.

Thank you. (Applause.)

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PRESIDENT ENRIGHT: May I call upon Mr. Ernesto Merino, of the Chilean Police Force, who desires to speak to some extent upon the question of Distant Identification.

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MR. ERNESTO MERINO: Mr. President and Gentlemen: The Central Identification Bureau of the Police of Chile has seen, with great interest, the most important point of Distant Identification, proposed by the Honorable Hakon Jorgensen, from Denmark.

The said system really means a true advancement towards the desideratum of arriving at a unique formula in the matter of dactiloscopic systems that shall permit the rapid understanding between the different bureaus of all countries.

Allow me, then to express the opinion of the Inspection of Identification of my country.

I am not technic on this matter. I shall, then, limit myself to the exposition of said opinion.

As the Honorable President Enright said at the last Conference, the subdivisions are too large in the great Identification Bureaus, and the work is getting burdensome, so that a reform is a pressing need.

Here is, then, the great problem that ought to be resolved and which the Honorable President and the Honorable Commissioner Etcheverry pointed out, that it ought to be considered by a commission of experts who, based on purely scientific reasons, get all dactiloscopic systems together, making a standard world system of fingerprints, whose adoption must be absolutely accepted by all bureaus, putting aside all preferences borne from our familiarization with any certain system.

The uniform indexing of schedules in the different Bureaus by means of the application of a standard world system of dactiloscopic classification is, then, the great problem that ought to be contemplated.

And in addition to this point, it is the opinion of the dactiloscopic services of Chile, that all technical regulations must be traced for the adjustment of all questions relating to fingerprint work from the moment of taking them till the moment of making identification.

The adoption of a world system of dactiloscopic classification should be the best proof of our coöperation for the struggle against criminality, in which the different police bodies of the world as are inspired, and whose representants have come together once more to this great metropolis, carrying new factors of mutual understanding and friendship.

The adoption of a standard world type of dactiloscopic classification which must, in the possible measure, translate our sincere wish of coöperation, would be a precious antecedent to realize practically and efficiently the Jorgensen System recommended for communications between the different identification Bureaus by the last Conference.

By getting together all dactiloscopic systems of classification by means of a key that should openly answer the needs of the present hour, we would prepare and make more expeditious the way for the universal adoption of the Distant Identification System.

The great qualities of the Jorgensen System well deserve the general effort and study towards the creation of a universal type

of dactiloscopic classification, and so we should submit to the learned inventor our best acknowledgment for his great step towards the perfection of political communications.

The Jorgensen System gives the key to the problem of communications between the different dactiloscopic bureaus almost annihilating the factor of time, and this is one of its great merits.

In the opinion of the Director of the Identification Service of my country, the adoption of a standard world type of classification shall be indispensable in order that the general formulas of the ingenious Jorgensen System shall express with religious punctuality all the values in a perfect classification.

Now, taking into consideration the Distant Identification System, there is suggested to the Identification Service of Chile some remarks that I will try to explain briefly.

The Identification Service of my country makes no reference either to the whole mechanism or to the details of the Distant Identification System, nor to its mathematical adaptability to some of the existing systems. The only aim is to point out some parts of the system that could admit some slight changes that shall perhaps increase its great value, making shorter its general formulas without injury to its exactness that would perhaps be intensified.

In my country the Distant Identification System is considered to be divided into three parts:

The first one embraces two general formulas whose object is to make us know the smallest packet of schedules in which the fingerprints wanted ought to be found.

The second one embraces two one-finger formulas in which are described fingerprint characteristics and small peculiarities that must be used for the comparison of fingerprints and the establishment of identity or non-identity.

And the third one is relating to the notations of the height, birth, date, family name and the initials of Christian names.

It is on the two first parts of the system that the Identification Service of Chile dares to make an observation, in the wish that the system be based as much as possible on a ground of the greatest accuracy and economic advantages.

#### GENERAL FORMULAS

These two formulas contain more or less 24 members, whose object is the localization of the schedule wanted.

By diminishing them to less than a half these numbers, in case the remaining ones serve the same end, would increase the economic value of the Distant Identification System, once in a message, the transmission of ten numbers would cost less than the one of 20 to 24.

A practical example would better explain this question. At the Central Identification Bureau of Santiago, which employs Vucetich System, the whole mechanism of the dactiloscopic indexing is based on the 12 following factors or values:

1. Arch.
2. Inner loop with 5 lines.
3. Outer loop with 5 lines.
4. Inner loop with more than 5 lines.
5. Outer loop with more than 5 lines.
6. Inner loop with more than 11 lines.
7. Outer loop with more than 11 lines.
8. Spiral whorl.
9. Sinuous whorl.
10. Ovoidal whorl.
11. O. — amputated finger.
12. X. — a doubtful or defective pattern.

Any dactiloscopic individual, then, that you wish to transmit to our Central Bureau, containing 460,000 schedules, would accomplish and be communicated at the rate of one-sixth for each finger or each value. As in each finger there cannot exist but only one of the said 12 values, the question is reduced in this case to agree on the adoption of one sign for each of the said values.

According to the technique of the dactiloscopic service of Chile this would diminish to less than a half the signs of this part of the Distant Identification System, and, in consequence, increasing the practical value of same by making shorter and economic the transmission of a dactiloscopic individual.

Given the object of this first part of the Jorgensen System, it is believed in my country, for instance, that the General Formula of the book register of International Criminals.

33553 — 44544 — 2222 — 11 — 15 — 15 — 6 — 19, in the suppositions that the signs preceding said values could perhaps be substituted advantageously by this one:

38833 — 28222

This last formula for our service would exactly express the values in each of the ten fingers, while the 24 sign formula from the Book Register does not give the exact indexing values in the ten fingers.

We see then that it is indispensable to establish previously the great changes suggested at the last Conference in the way that the different dactiloscopic systems ought to take into consideration the same values for the classification and subdivision, so that the general formulas of the Distant Identification System shall be exactly adapted to the Standard World Type of Classification.

For the definite success of the establishment in the inter-communications of the Identification Bureaus of the whole world of the Distant Identification System presented to this Conference by Mr. Hakon Jorgensen, the Director of the dactiloscopic service of my country believes that a previous condition should be the

adoption of measures for the uniform establishment of the very values that must be taken into account for the arrangement of indexing in the dactiloscopic archives, and to which end, the Honorable President Enright and illustrious members of this Conference suggested the appointment of a commission of experts that shall inform the Convention.

These difficulties being overcome, Mr. Jorgensen's system shall occupy the high place that its great value deserves and shall lend its most valuable services to political efficiency.

#### DETAIL FORMULA

One of the principal merits of Mr. Jorgensen's system is the invention of the Detail Formula and Nota Bene Formula, which constitutes an ingenious and practical method for the descriptive reading of characteristics in a fingerprint and the notation of these values in a short numerical formula that can be used for local and international relations of the Police.

With reference to this part of the system, the Identification Service of Chile dares to make a small remark, which, leaving to the system the whole of its importance, wishes to it a maximum of accuracy and perfection.

I shall briefly explain this:

The Detail and Nota Bene Formulas are made with the help of the measuring glass, which allow us to make the reading of characteristics and their localization.

The Identification Service of Chile is afraid that in many a case this method of identification should not be free from mistakes because it has not been possible to find among the explanations of the System a single rule for the scientific placing of the measuring glass for the analyzing of the Detail Zone and of the characteristic points.

In some cases of studies made by the Dactiloscopic Bureau of Santiago on fingerprints of the same individual, taken at distant times, the same rule for the placing of the measuring glass shows different characteristics, which as a result means that in the first print some characteristics are described and others in the other print, in the making of the comparison, arriving in this way to the establishment of the non-identity of two identical prints.

According to the Direction of the Identification Service of Chile, there is a plain convenience for the definite success and expedition in the application of the Jorgensen system to attempt perfection in simplifying its General Formulas with a view to an economic advantage, and, regarding the detail formula, it is thought that perhaps the Detail Zone, under the line W. E. right horizontal, we would advantageously consider the delta, as a fixed point, so that this zone should be located with greater accuracy.

With the reduction of the signs given by the General Formulas, and the accuracy of the rules to determine the exact location of the measuring glass for the analyzing of prints, a pressing need would be satisfied for the progressive application in all

countries of the most interesting system presented by Mr. Hakon Jorgensen that the Identification Service of Chile appreciates in its high value and to which, by reason of its great importance, wish a complete success.

It has not been possible to the Identification Service of my country to make an accomplished study on the system of Mr. Jorgensen.

The enormous activity developed during the last months by the Direction in order to organize over the whole country the Identification Services did not allow them to devote to the Jorgensen system all the time and carefulness required for a deep and detailed study of its great qualities and characteristics.

To finish, allow me to repeat the convenience of simplifying to the fullest possible extent, the system of Mr. Jorgensen, in order to lessen the economic factor, considering that for many countries its constant utilization could mean too many expenses and remark, regarding the application of the Register of International Criminals, that too is an idea of the Hon. Hakon Jorgensen, the greater efficiency the Register would have by filling the place now occupied by the Detail and Nota Bene Formulas by a little characteristic picture of the fingerprint itself.

I finish, wishing, in the name of the Police of Chile, and especially of the Identification Service, the warm desire that soon will be realized the effective application among all countries of the Distant Identification System, to whose perfection perhaps could be used the remarks I dared to make. Thanks to the good will of the Honorable President and the Honorable Members of the Conference. (Applause.)

**PRESIDENT ENRIGHT:** The question of Distant Identification seems to be one that will probably require the consideration of a small committee. It will probably be quite impossible to allow all who are here, who would like to speak on it, speak during this session, so in order to clear it up and get before the convention a comprehensive resolution, I will, if it pleases the Conference, be pleased to appoint a Committee on the Distant Identification System, to consider this entire matter and report at some session before the convention closes and give us the benefit of their deliberations. Will somebody please make a motion to that effect?

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**INSPECTOR GEORGE S. GUTHRIE (of Toronto):** I move that a Committee be appointed to consider all matters relating to the Distant Identification System and report at a subsequent session.

[The motion was seconded by Commissioner Patrick Walsh of Dublin and carried.]

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**PRESIDENT ENRIGHT:** I will be pleased to appoint as members of that Committee:

Commissioner Cesar E. Etcheverry, Argentina.  
Captain John Bingert, Budapest.



Inspector General James Mitchell, New South Wales.  
General E. O'Duffy, Irish Free State.  
Director Florent E. Louwage, Brussels.  
Commissioner Carlos Arroxellas Galvao, Rio de Janeiro.  
Chief P. Belanger, Montreal.  
Prof. Salvatore Ottolenghi, Rome.  
Dr. Campe, Hamburg.  
Chief Constable Roderick Ross, Edinburgh.  
Secretary Shinzo Uno, Tokyo.  
Captain Golden, New York Police Department.  
Chief Constable C. E. Gower, England.  
Chief Morgan A. Collins, Chicago.  
Chief Michael H. Crowley, Boston.  
Colonel Martin F. Barcenas, Mexico City.  
Commissioner Walter E. Staneland, Victoria, B. C.  
Superintendent Joseph Dye, Pittsburgh.

This Committee will meet whenever it pleases and report whenever they have concluded their deliberations.

There is an order of business here for General Discussion. Is there anything that any member would like to bring to the attention of the meeting before we take up this special order of business, where the representative from Tokyo will be pleased to show us a moving picture film, and by his lecture explain just how the Police Force of Tokyo and other cities in Japan handled the great earthquake that occurred there a short time ago. That was a case where the police functioned splendidly, and while it is a most unusual thing to be presented to the police anywhere, I am sure it will be of great interest to every member here present.

Is there anything to be brought before the session before we take up that particular phase of the evening's business? There appearing to be nothing, I therefore take pleasure now in introducing to you the Hon. Shinzo Uno, Secretary of the Police Department of the Home Office of Tokyo, who will address you and also display the pictures which he has brought with him. (Applause.)

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HON SHINZO UNO: Mr. Chairman and Gentlemen: I have the honor of submitting before this Conference a short account of the activities of the police force in Japan soon after the great earthquake. I crave your attention for a few moments.

A survey of the guard and watch immediately after the earthquake, September 1, 1923:

#### No. I

#### THE ACTION OF THE HOME AUTHORITIES ON THE FIRST DAY OF THE GREAT DISASTER

On the 1st of September, 1923, at just 11:58 A. M., Tokyo was visited by one of the most violent earthquake shocks ever experienced. While shock after shock followed the initial disturbance, fires broke out in various parts of the city in rapid succession.

Without losing a moment, the Chief of the Police Bureau of the Home Department hurried to the Imperial Palace to inquire after the safety of his Imperial Highness, the Prince Regent, who happened to be in the city; the Chief at the same time submitted a report concerning the effects of the disaster in the city.

To add to the misfortune, the wind increased in strength so that in a very short while the Marunouchi district, as well as the downtown section of Tokyo, were enveloped in black smoke.

Thereupon, the Police authorities held an emergency conference to determine what measures should be taken; a decision being reached, they fought the flames to the utmost of their powers. However, the situation went from bad to worse, making it necessary to call out the troops; the police coöperating with the soldiers engaged in guarding and relieving the countless sufferers.

At this moment grave fears were entertained for the safety of their Majesties, the Emperor and the Empress, who were staying at the Imperial Villa at Nikko.

The Minister of Home Affairs, requisitioning the railway telephone, got in touch with the Governor of Tochigi Prefecture, in whose jurisdiction the Imperial Villa is situated, and through him, inquired after the safety of their Majesties.

## No. II

### MEASURES ADOPTED FOR GUARDING THE DEVASTATED ZONE

#### (1) Martial Law Proclaimed.

On the 2nd of September, some necessary provisions of the martial law were proclaimed by the Government to be put in force in the afflicted area.

The Commander-in-Chief of the Yokosuka Naval Station was vested with authority to guard the city of Yokosuka and the Miura Peninsula in Kanagawa Prefecture, while the Commander-in-Chief of the garrison enforcing martial law in the Kwantō district was vested with power to guard all other areas against danger. The troops of eight divisions, including the Imperial Guards, were called out, the total of men numbering forty-four thousand seven hundred (44,700).

#### (2) The Organizing of a Temporary Board for Relief Work.

An imperial Ordinance providing for the organization of a Temporary Board for Relief Work was issued on the 2nd of September. The Board consisted of a president, a vice-president, secretaries, and clerks; it was divided into eleven departments—general affairs; commissariat, building material, traffic and communication; drinking water; sanitation; police; intelligence; accommodation; equipment; donation and accounts.

On the 4th of September, the Kanagawa Branch of the office was established in conformity with Article II.

The police department was subdivided into ten sections, and all the secretaries, commissioners, and clerks, who were chosen

from among the officials of the Police Bureau of the Department of Home Affairs, of the Departments of the Army and Navy, of the Department of Justice, worked with united effort for the preservation of peace.

### (3) The Reinforcement of Police.

(a) Reinforcement.—It is needless to state that the highest efficiency in the strength of the police force had to be maintained. But numerous police officers having fallen victims to the disaster, or being unaccounted for, in addition to which, scarcity of uniforms and other necessities, made it impossible to muster up sufficient strength to mount guard. In consequence, on September 2nd, the authorities telegraphed the governors of neighboring Prefectures to dispatch policemen.

### (b) Decision Reached for Appointing Temporary Officials and the Increase of Policemen.

As regards the guarding and watching of the afflicted areas immediately after the catastrophe, the authorities were able to effect an almost complete arrangement with the aid of the reinforcement of an inspector and policemen, as stated above. With regard to the executive officers who were to devise plans and assume leadership, the authorities could not count upon the men dispatched from distant prefectures; moreover, the command and supervision of the newly strengthened force required a strong superintending body. In order to meet this requirement, the Government made an increase of five superintendents, twenty police inspectors in Tokyo, two superintendents and eight police inspectors in Kanagawa Prefecture.

Apart from the afflicted area, the suburban districts of both Tokyo and Yokohama were crowded with refugees; consequently, both cases multiplied so greatly that the regular police could not cope with them. To meet this need, the authorities decided to place the suburban districts on the same footing as the city proper in the matter of police allotment.

### (c) Supply of the Required Police.

The increase of police officers was an urgent matter, and could not wait for the training of recruits. To meet the difficulty, the Government ordered the transfer of policemen from the country districts to the suffering areas. Accordingly, 953 police officers from various prefectures, and 200 from Korea, were placed under the command of the Superintendent-General of the Metropolitan Police; 300 from various prefectures were assigned to the Governor of Kanagawa Prefecture; the term of the policemen's training school, at the same time, was cut from three to two months.

### (4) Establishing of Connection Between the Authorities Concerned.

#### (a) Consultations Regarding Guard and Watch.

From September 3rd consultations on guard and watch were held between the secretaries and commissioners in the Police De-

partment of the Temporary Relief Board; the high officials of the Police Bureau of the Home Department and the secretaries appointed from the Garrison Headquarters, the War Department, the Navy Department, the Department of Justice, the Public Prosecutor's office, and the Metropolitan Police Office, sat together and exchanged information each had received. This step resulted in much good for the smooth coöperation and maintenance of connections among the various offices.

(b) Establishment of a Committee for the Administration of Justice.

After the disaster, cases of larceny and other crimes increased. Naturally, it was not easy to search out the offenders; furthermore, there was the fear that grave questions would arise if proper measures were not taken. For these reasons, the authorities concerned decided to establish close connections among themselves for the interchange of the result of their investigations and what each had detected.

The committee consisted of the Vice-Minister of Home Affairs, the Superintendent-General of the Metropolitan Police Bureau, the Chief of the Police Bureau of the Department of Home Affairs, the Chiefs of the Judicial Bureaus of the Army and Navy Departments, the Commander of the Gendarmerie, the Chief of the Penal Affairs Bureau of the Department of Justice, the Procurator of the Supreme Court, the Vice-Chief of the Intelligence Bureau of the Department of Foreign Affairs, and certain other officials of the above-mentioned offices.

### No. III

(1) Obtaining of Information.

From the afternoon of September 1st, the day of the disaster, the Metropolitan Police Bureau had published brief reports of the disaster. The Home Authorities, however, not being satisfied with reports on paper alone, dispatched reconnoitering parties into the city and obtained first-hand information.

Again the authorities called up the students of the Police Officers' College (attached to the Home Office) and got them to inspect the conditions prevailing both in the city and in the adjoining districts.

(2) Limitation of Entry into the Capital.

No sooner did the news of the catastrophe reach the outlying districts than the relatives and friends made a rush for the scene of disaster. This sudden influx greatly added to the confusion caused by the quake and fire, making confusion worse confounded. Not only was there reason to fear that the progress of relief work would be impeded, but there was also the danger of increased shortage of food. Realizing these drawbacks, the authorities lost not a moment in arranging for the control of persons entering afflicted areas.

A meeting was forthwith held among the officials whose concern it was to devise means for restriction to be made against the

influx; the result was that, for some time, with the exception of those having official business, and those having families within the earthquake-visited zones, no one was allowed entry into Yokohama or Tokyo.

#### No. IV

##### MEASURES FOR APPEASING THE ANXIETY OF THE POPULACE

Owing to the fact that it was impossible to learn the true extent of the damage wrought because of the destruction of communication and transportation facilities, the cessation of press publications, various rumors and fabricated reports began to spread, putting fear and trembling into those who had already been terrified by the disaster on the one hand, and increasing the anxiety of those without the devastated zone, on the other hand. This being the case, it was thought judicious, in order to appease the anxiety and timidity of the people, to amplify official bulletins, which were being issued from the 1st of September, with accurate accounts disseminated by the posting of notices, the casting of handbills, the use of megaphones.

#### No. V

##### CONTROL OF PRINTED MATTER

On account of the fire following on the heels of the earthquake, almost all the newspaper offices in both Tokyo and Yokohama were burned out. Provincial publications could not be sent in for lack of transportation facilities, so that information regarding the extent of the damage wrought or the state of the relief work being carried on, could not be acquired. This chaotic condition kept the excitement of the people at high tension.

Under the circumstances, it was felt that any printed matter that might at all conduce to incitement and further excite was disquieting to the authorities; therefore, those printing establishments which escaped demolition in the suburbs of Tokyo were strictly watched and prohibited from publishing anything that might be detrimental to the maintenance of peace and order.

Printed matter that was considered inflammatory was prohibited entry into the devastated zones. All preventive measures of that nature were effectively employed.

#### No. VI

##### THE DISASTER AND THE CRIMINAL POLICE

As it was within the scope of possibilities for various crimes being perpetrated by persons taking advantage of the excited state of the people, and the prevailing confusion, Imperial Ordinance 403 was proclaimed, on the one hand, on September 7th, providing for the preservation of peace and assigning punishment for crimes; on the other hand, Imperial Ordinance 405, providing for the strict control over extortion, as cornering of commodities in view of their scarcity; refusal to sell daily necessities; profiteering.

## No. VII.

### THE FIRE BRIGADE

After the quake, to meet the exigency, a few apparatuses were put into working order to increase, however little, the fighting force of the brigade; special attention was directed on those sections of the city that still remained untouched by the flames; to places where refugees had congregated; to places where relief stores were deposited.

The brigade expended great effort in repairing the damage done to the freshwater pipes, at the same time giving advice to electric and gas companies as to preventing the outbreak of fires. Posters were pasted at railway stations and government offices, furnishing preventive measures against fires, and, through the police, house-to-house warnings against fires were given.

## No. VIII

### POLICE GUARD AND RELIEF WORK

#### (1) General Relief Work and Assistance Thereof.

From the very first, Tokyo suffered the loss of all foodstuffs by the burning of the chief sections in the downtown districts, where merchants and dealers in provisions and daily necessities with their warehouses were located. Hence, it was that from the outset the city was in dire need of provisions. The Metropolitan Police Board assumed the work of catering for the sufferers, thus assuaging the hunger of a great number of refugees.

#### (2) Protection of Sufferers.

In the cities of Tokyo and Yokohama, in which so many persons were killed or injured, the instances of loss of parents, brothers and sisters; of disunion of families, were many. Persons thus cast astray were afforded protection by the police. Those in receipt of protection under the jurisdiction of the Metropolitan Police Board alone numbered 1,004.

Energetic search was instituted to find relatives or sponsors for them, and when found, they were handed over; persons for whom no relative or sponsor could be found were handed over to the headmen of villages, towns or districts for protection.

## No. IX

### RELIEF RECEIVED FROM FOREIGN COUNTRIES

When the news of the calamity which had overtaken Japan reached the length and breadth of the whole world, all nations joined in showing her their deepest sympathy. Many contributions in money and kind were received; in several instances relief parties were dispatched. Especial mention must be made regarding the immediate, warm, and sincere sympathy manifested by the official circles of the United States of America, for which words fail to express fully the deep gratitude on the part of the Japanese people.

On receipt of the news which told the calamity suffered by Tokyo and Yokohama, the President convened a meeting of the Relief Society on the third of September, and at once ordered such U. S. ships as were anchored at Darian, Chefoo and other ports to take on a full supply of provisions and other articles and proceed at full speed to the stricken country.

On September fifth, U. S. supply vessels, at home and abroad, were loaded to capacity with provisions and first-aid stores; these ships began to arrive on the tenth of September, and continued to arrive on succeeding days.

Immediately after getting word of the disaster, the American Red Cross opened a subscription list and on September fifteenth, sent a ship loaded to the limit with relief stores; a relief party was sent by the same ship, which, on arriving at Yokohama, landed and erected a tent hospital for the treatment of the sick and injured.

Other countries which dispatched relief ships were France and Australia. For all these manifestations of sympathy, the whole nation feels an everlasting gratitude. (Applause.)

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**PRESIDENT ENRIGHT:** I know it will please you to know that Mr. Baba and Mr. Otsuka, who come from Japan to attend the last Conference, were not injured in any way in the terrible earthquake that swept over Japan. Both of them have been promoted to higher offices in the Government. (Applause.)

(The moving pictures showing the "Response of the Police of Japan to the Emergency of the Earthquake" were then displayed on the screen and explained by the interpreter, Mr. Robert M. Kamide.) (Applause.)

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**PRESIDENT ENRIGHT:** I am sure we appreciate very much the story of the earthquake, the story of police work, and these wonderful pictures, displayed through the courtesy of Mr. Uno. Of course, this paper which he read will all be printed in the report. It was an interesting phase of police work of a most unusual kind, and I think will be very interesting to all concerned.

We have now finished, excepting for a General Discussion on any topic under "Special Order of Business," and unless there is something to be brought up under the subject of General Discussion and Special Order of Business, I would be very pleased indeed to hear from any of the members of the Conference who were not afforded an opportunity to be heard this afternoon.

A few, for one reason or another, asked to be excused, and in one or two cases I think we asked them to defer their remarks to a later session. If we could have this cleared up tonight, we would start on an even keel tomorrow morning. Has any member of the Conference, who should have spoken in the afternoon, anything to offer now?

**PRESIDENT ENRIGHT:** Major Alcantara has a resolution which he would like to present, on the manner in which papers are presented before the Conference.

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**MAJOR ALCANTARA:** As I understand, the Conference has a tremendous amount of work to accomplish, and in five days I don't think we will be able to carry out all the program containing the papers which are outlined therein. We know that besides a great number of delegates from the foreign countries, there are so many from the United States who are also willing to say something and to discuss the subjects. Therefore, I want to make a suggestion, or a motion, in other words, that in order to save time and in order to give each one of us the opportunity to talk, whenever a foreign delegate wishes to present or to submit a project or a scheme, he can read the paper himself first and afterward he can have it translated, but not at the same time, because it requires a long time. Therefore, honorable delegates, I make the motion that the paper should be read by the person in his own language, first by him, and afterward the interpreter make the translation.

I would appreciate a second to this motion. I thank you.  
(Applause.)

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**PRESIDENT ENRIGHT:** You have heard the motion of Major Alcantara, presented for the purpose of saving the time of the Conference, to the effect that a paper from a foreign delegate who does not understand English, should be prepared by him and presented first in English, or be prepared by him and read in his own language and afterward translated by the interpreters or placed on the record.

I think we are working pretty much along that line now and I don't believe we will have very much difficulty. However, if there is no objection, we will refer the motion of Major Alcantara to the Committee on Resolutions, to report as early as they desire.

Do I hear a motion to that effect?

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**COMMISSIONER H. H. JONES (Augusta, Ga.):** I move that the resolution be referred to the Committee on Resolutions for their consideration and report at their earliest convenience.

[The motion was seconded by Chief Hunt, of Binghamton, N. Y., and carried.]

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**PRESIDENT ENRIGHT:** If there is nothing further, a motion is in order to adjourn.

[It was voted, upon motion regularly made and seconded, that the Conference adjourn, and the Conference adjourned at 10.30 P. M., to meet at 9.00 A. M.]

#### ADJOURNMENT



**WEDNESDAY, MAY 13, 1925**

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**FOURTH SESSION — MORNING**

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The meeting convened at 9.30 A. M., President Enright presiding.

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**PRESIDENT ENRIGHT:** This morning's session opens for the consideration of the topic, "Criminal Identification," and as the first speaker I am pleased to introduce to you Inspector General Alfredo Horton Fernandez, and also Commissioner Cesar E. Etcheverry, of the Buenos Aires Police Department, who will discuss the subject of "Unification and Conciliation of the Different Fingerprint Methods."

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**MR. ALFREDO HORTON FERNANDEZ:** Mr. President and Gentlemen: I am sorry that my knowledge of English is so limited that I have to express myself in my native tongue.

The delegation of the Police Force of Buenos Aires, federal capital of the Argentine Republic, is very glad to present to our honorable President and all distinguished delegates the most cordial greetings from the Police Department which I represent, with a hearty desire for the success of this Conference.

The Police Force of Buenos Aires deeply wish that the holding of these meetings of a professional character will lead to the unofficial adoption of practical and convenient methods for the greatest efficiency of the labors entrusted to the police departments which have sent us here to represent them.

The results will not perhaps be immediate, but this fact will not stop us, because a matter of such a delicate character as that cannot be well done in a hurry. Therefore it is good to wait hopefully, that the mature and thoughtful study of the forthcoming problems will decide which system will permit our police departments to secure for their work the desired efficiency.

The Argentine delegation, the same as in the past, comes before you with the highest intention to contribute as much as possible to the perfection of the work in which we are undoubtedly interested. In order that we should be better understood by the majority of the delegates, we beg to ask Mr. McKay, the honorable Secretary of this assembly, to grant us the privilege of reading the first of our project, in which we deal with the unification of the several methods of identification.

It is an established fact that in matters of personal identification there is today no better means than fingerprints. At present all police forces use this system with different methods of classification without changing the fundamental basis.

This difference of classification emanates usually from the personal viewpoints of the establishers of the system, and are generally influenced by their individual necessities and practice. However, all experts on this subject are well aware of the fact that they have not arrived at a system that we could term perfect, allowing for the inevitable margin of mistakes. In this way have been created all the methods in use based on the happy invention of Francis Galton. Amongst them is the one we call the "Henry" system, which is employed by English-speaking nations, their colonies and a few other countries.

The "Henry" system is a derivative of one of the Galton methods, and that termed the "South American" or "Vucetich" method, is also a well-known derivative of another of the Galton systems of classification. Then there are a great variety of methods of classification which have been formed around these systems, and represent personal viewpoints which have been disregarded in the researches on which the great archives are founded.

Finally, of late, codes of classification have been formed for transmission to a distance like that of "Collins," which can be used only by those employing the "Galton Henry" method. More recently another has been devised by our distinguished and indefatigable colleague, Mr. Jorgensen; this is applicable always, provided there be formed a special file based on a method of classification which he defines.

It is true that this actual difference in methods of classification does not interfere with the international or local functioning of the different archives, because each country interprets the fingerprints received in accordance with its own classification. Nevertheless, we think we have reached the point where we can analyze the general point of view, which is presented to us through the multiple archives used today, in order to utilize the experience of others for the general good, so that it may be possible to arrive at a unified system of fingerprints.

We believe that this unified method can only come about from the study and practical observation of the greatest number of capable and expert specialists of the world, who in turn must understand better the virtues and defects of the system they now practice. As it is not possible to bring all these experts together at one time, in order that they may exchange their ideas at their convenience, which is the only way to come to conclusive decisions, it is advisable to make such arrangements that these studies can be made in each country by the respective police forces. Then a committee, smaller in number—it might suitably consist of five members—would examine the various findings and, after duly and critically considering the ideas exchanged and conclusions arrived at, would formulate a definite project, which in turn would serve

as the basis for a subsequent decision by another Conference of this organization.

What we propose may seem a protracted process, but we must remember that we are dealing with fundamental matters which for the first time in the world it has been attempted to solve in a categorical manner, and, in consequence, it is necessary to set about them in such fashion that the conclusions will be the soundest possible.

We have said that all the organizations affiliated with this Conference should be invited to give their opinions upon this subject, but we do not desire that this should be interpreted too literally. By this we mean that every police force, even though not affiliated, can send to the committee projected their studies and observations, as well as any individual who has devoted himself to the study of matters of identification, and who is willing to give the benefit of his knowledge in order to bring about the solution we aim at. Without delay to labor the fact of our initiative, which, under the auspices of our Conference, can result in a definite step in the matter of identity, we propose the following resolution:

Seeing that it is a recognized fact that the best system of personal identification of today is the one based on fingerprints; that there are many countries which use different classification systems, which fact in the future may hinder the full development of international police coöperation; that there has never yet been undertaken a comparative study of all the methods in use at present with a view to knowing the advantages and disadvantages each has to offer; that it is to the best interests of all concerned that every person who, through his professional practice, may be capable of speaking with authority on these technical matters, should be enabled to submit his opinions; that from this study there can be brought about a universal system of identification through fingerprints, based on the use of a common method of classification by every police force, the adoption of which would be necessarily speedy, as it emanates from this International Police Conference; that ample time should be allowed so that the researches in question may attain the highest possible degree of maturity; it is resolved:

To appoint a Board of five members, who will investigate the systems of identification based on the method of fingerprints in actual use, and will consider all suggestions that they may receive from members of this Conference, or police forces and individuals not affiliated, the advantages and disadvantages of these proposals, and any other considerations which they deem useful, and will formulate a common system of classification of fingerprints which can be applied to either small or large "Dactiloscopic" archives.

It is further resolved that within a period of six months from this date there be sent to this commission all the collective studies which we have just mentioned, and that within a year from this date, the members of this Board will present individually the outcome of their studies, which they will send in a report, made out

in five copies in English and in their own language, to the Secretary of this Conference, who in turn will send each member of the Board one copy in both languages of the report of each one of the members, keeping in his files one copy for record.

Six months after receipt of these reports, and after due study, each member of the Board will present definite reports, which should embody the studies of the other members. Of this final report, five copies should again be made, in the same manner as before, and sent to the Secretary of the Conference.

It is finally resolved that the Secretary circulate again without delay amongst the members of the committee these new reports in order that they may take cognizance of them without undue haste. Fifteen days before the forthcoming International Conference of Police, the members of the Board, who are to be present at this Conference, if possible, will make a general report, which will be submitted to the International Conference of Police Forces. (Applause.)

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**PRESIDENT ENRIGHT:** Gentlemen, you have heard the report of the gentlemen from Argentina under the subject which we are discussing this morning. The Buenos Aires Police Department, through its representatives at other Conferences, and they have attended all of them, have presented very fine papers and have made very good suggestions, many of which have been carried into effect by the International Police Conference. I am very happy to receive this paper. If there is no objection, it will be referred to the Committee on Resolutions and re-presented here in the proper way before the end of the session.

I should like to ask Chief of Police Sempill of Bermuda, if he would not like to amplify this subject to some extent.

Gentlemen, I am pleased to present to you Chief of Police Sempill of Bermuda. (Applause.)

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**J. HOWARD SEMPILL (Chief of Police, Bermuda):** Mr. President and Gentlemen: When a year ago General Sir John Asser, the Governor of Bermuda—and in passing I may mention for the benefit of those who do not know, that Bermuda is the oldest self-governing colony in the British Empire—asked me whether I had ever considered the question of introducing in Bermuda the fingerprint method of identifying criminals, I replied that I had, but that I had been reluctant to suggest it so soon after the Colonial Government had at very considerable expense reorganized its police force entirely.

I might have added that I had another reason and that was that I was afraid His Excellency might think that it was only another excuse of mine to visit New York for the purpose of conferring with my esteemed colleague, friend and advisor, Commissioner Enright, and seeing my other numerous friends which it is my privilege to have in the New York Police Department, for you

must understand, gentlemen, that His Excellency's knowledge of men is almost uncanny.

However, the Governor had a practical knowledge of the value of the system—indeed, he had introduced it in Egypt during his service there—and he decided that the time had come when we could not consider ourselves an efficient police force so long as we were without a fingerprint bureau of our own and equipped with a knowledge to operate it.

Following that, on the kind invitation of Commissioner Enright, I proceeded to New York, where I underwent a four weeks' course of instruction under that most able tutor and police officer, Captain John A. Golden, the Chief of the Criminal Identification Department, and his efficient staff.

Happily my visit to New York synchronized with the course of lectures which was given under the auspices of the International Police Convention to delegates from different police forces in the United States and from Canada, so that I had the benefit to be derived from that most interesting series of lectures also.

On my return to Bermuda, on the generous invitation of Commissioner Enright again, two other officers of my department were dispatched to New York to undergo the same course.

I omitted to mention that when saying "Good-by" to the Commissioner prior to return to Bermuda, the Commissioner undertook so soon as we were ready for him, to send Captain Golden to Bermuda to supervise the installation of our bureau. The Commissioner duly implemented this undertaking, and I wish to state that the four weeks I was attached to Police Headquarters in New York and my three weeks' close association with Captain Golden in Bermuda, I look upon as the most interesting and happiest period of my police career.

Incidentally, I may mention that I have been informed that, thanks to the generous grant made by my government for the purpose, and the assistance and guidance of Captain Golden in selecting it, we have in Bermuda one of the most modern and completely equipped bureaus that it is possible to obtain.

Gentlemen, I need hardly tell you that His Excellency, the Governor of Bermuda, the Bermuda Government and myself, are very deeply grateful to Commissioner Enright, not only for the invaluable assistance which he has rendered us in the matter which has formed the subject of my remarks but in many other directions, and I am delighted to have the opportunity of telling him so before you.

In demonstration of what my people feel about it, I shall with your permission, Mr. President, read a small paragraph which appeared in one of the Bermuda newspapers the morning I sailed for New York:

"Mr. J. H. Sempill, Chief of Police, was a passenger this morning for New York, where he will attend the Fourth International Police Conference from May 12th to May 16th.

"The coöperation of the Police of all countries has had great, beneficial results, and Bermuda has been fortunate enough to reap more than her share."

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PRESIDENT ENRIGHT: Chief Sempill, we were very glad, I can assure you, to be of some assistance to you and your government in the installation of your fingerprint system; in fact, I think that it is the business of the International Police Conference, and part of the business of all Chiefs all over the world, to render any assistance of this kind that we are able to render.

It is only by carrying out the suggestion of Mr. Fernandez and Mr. Etcheverry and others interested in these matters, of getting as near as we can to a composite system, that some day we will attain the results we are all seeking for in criminal identification.

Would Doctor Ottolenghi of Italy be pleased to speak upon this subject?

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DR. OTTOLENGHI: I feel that it is necessary to have only one system of identification and think it is very important to study and find the best system. (Applause.)

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PRESIDENT ENRIGHT: I think we all agree with you, Professor. I hope we can accomplish that result some day.

Is there any other member of this Conference who would like to speak on this subject that is up for discussion this morning?

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COLONEL SERRANO (COLUMBIA): I wish to continue the discussion of the subject. I am entirely in accordance with the topic as presented by the Argentina delegates.

The organization of an identification system is closely associated with the work of the International Police.

Last year, our Government decided to send some people to the Argentinian police force to study the Argentine system, and consequently I believe that the Argentinian police force is at the head of South American countries on this subject, and from my previous experience, I am feeling very enthusiastic about the talk by the Argentinian delegation. Thank you.

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PRESIDENT ENRIGHT: Does any other member of the Conference desire to say anything upon this subject of Criminal Identification?

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MR. DANIEL THOMPSON: This is a subject which I have been very much interested in during these last few years, so much so that we have formed a fingerprint bureau in connection with our department. I believe that we have one of the best fingerprint men that can be found in the country. One of the difficulties that I found in connection with our Identification Bureau, and especially the fingerprint question, was the difficulty in arriving at any

conclusion or benefit by the local detectives of the Department. I took the matter up with my Sergeant, who is in charge of the Identification Bureau, with the result that he himself has worked up a modus operandi in connection with the fingerprints. After he takes the fingerprints of a prisoner, he then reproduces one fingerprint and has it classified so that the results have been exceedingly successful in my Department. I can give you an illustration. A few weeks ago we had many stores broken into. The detectives were working on the case. During the course of their work, they discovered a piece of glass with fingerprints on it. They brought it to the Fingerprint Bureau. It was photographed and classified and identified. My fingerprint man immediately went to his file of ten thousand fingerprints, and he said, "That is the fingerprint of McCann, an ex-convict." Now that was done within three minutes after the classification. This is his own system that he has worked out. They went out and got McCann, and in an hour we had the three men and cleared up the mystery of the breaking into the stores.

I just want to say, Mr. President, that we have a meeting in our city in August of the International Identification Association, which we hope to make one of the greatest conventions that has ever been called in Canada, and it is the first time that the International Association has ever met in Canada, and I am exceedingly anxious that every large Department, not only in Canada but the United States, should be represented at that meeting. We are making very extensive preparations for the entertainment of the delegates and also for the discussion that will take place. We are going to have papers from some of the ablest identification men in America, and also from across the waters.

I believe that the Identification Bureau in connection with any local department is the greatest asset that any Police Department can have, and I am sure that the convention that will be held in Windsor in August will be a great asset to every Police Department throughout the country. I thank you.

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**PRESIDENT ENRIGHT:** Honorable Shinzo Uno, delegate from Japan, will address the Convention on the Fingerprint System in Japan.

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**SECRETARY SHINZO UNO:**

#### **A BRIEF HISTORY OF THE FINGERPRINT SYSTEM AS OBTAINED AT PRESENT IN JAPAN**

Some two decades ago Mr. Kiichiro Hiranuma, then chief of the Civil and Penal Affairs Bureau of the Department of Justice, made a tour in Europe and America and made investigations on the method of personal identification, especially that of fingerprint.

On his return, the Government appointed a commission in 1908 for the inquiry into the fingerprint method, with Mr. Hiranuma as the principal member. As the result of much strenuous

labor on the part of the members, the following decisions were arrived at and put into practice:

(1) The adoption of the fingerprint system as a method of identifying criminals.

Up to that period prison officers had been in the habit of making prisoners' lists, which were classified with the aid of photographs, anthropometry, and character traits.

The Government left the collateral use of the old method with the fingerprint system to the discretion of the prison officials.

(2) In England and many European countries, Henry's System had been adopted, whereas in Japan the authorities decided upon the adoption of the Hamburg System as an experiment. First of all, it was thought expedient to ascertain whether Henry's System was suited for the purpose in Japan or not; and if it was, whether it could be applied without modification.

With a view to testing this, the authorities took the finger impressions of all the inmates in the prison at Ichigatya, numbering 1,057.

Upon careful examination and study, it was found that the results obtained nearly coincided with what the Hamburg System claimed. At length, therefore, it was decided that there could be no objection to the adoption of the Hamburg System in Japan.

In July, 1917, the rule for making the original fingerprint copies was laid down; this rule is being observed even up to the present time.

The number of original copies kept.....	458,240	sheets
The number of fingerprints taken in 1923 .....	12,198	"
The number of cases referred to from other Government offices in the year 1924.....	5,206	"
The number of cases in which ex-convicts were identified of the above figure.....	2,158	"

As to the cases in which culprits were arrested from finger-impressions left on the scene, it is most difficult to quote exact figures. But on the average, one case per month can at least be claimed.

Independent of the original copies that were kept by the prisons, the Metropolitan Police Office in Tokyo began taking what was called "Original Fingerprint Copy for Police Use" in April, 1911.

Fingerprints of those whom it was deemed necessary out of all who were either arrested on criminal charges or sentenced to detention by the Criminal Case Section of the Office or by the various police stations under its jurisdiction were taken.

On the 20th of June over 230,000 sheets of the duplicate copies of the prints of the executed were wholly transferred by the Department of Justice to the Metropolitan Police Office.



In addition to the "Original Fingerprint Copy for Police Use" in April, 1917, the "Original Copy of the Accused" was taken, in which it was provided that the antecedents, character and conduct, criminal acts, and detail of arrest of the accused should be recorded.

The drawing up of both the police copy and the accused copy relating to one and the same person not only proved troublesome, but also caused much inconvenience when comparing. To obviate this defect, some alteration was effected on the form of the accused copy, and the two copies were merged into one.

In the same month the regulations pertaining to the "Original Fingerprint Copy of the Accused" and the detailed regulations pertaining to the same were provided and have been observed up to the present.

The total number of the original copies of fingerprints is as follows:

- (a) Original copies kept by the prisons..... 184,663 sheets  
(Copies of those in prison unclassified to  
Nov. 15th numbered 25,000.)
- (b) Original copies kept by the Metropolitan Police Office ..... 19,136 "  
(Note: These were collected and arranged after the earthquake in 1923, the old ones being reduced to ashes.)

(3) In recent years the itinerant professional misdemeanant has been on the increase; this type utilizes traveling facilities and acts with wonderful elusiveness.

The situation demanded the establishing of centers in Western Japan, where ample material for bearing testimony could be arranged for the reference of the police in charge of judicial affairs.

As an initial step towards this, the Police Departments of both Osaka and Fukuoka Prefectures began making preparations for the fingerprint method.

A plan was formulated for making "Culprit Cards for Reference" from some 423,500 original fingerprints of the accused, which were taken by all the prisons in the country between the year 1908 and November, 1922. At the end of March, 1923, one set of cards was completed. But to meet the needs of both Osaka and Fukuoka, a second act had to be prepared; accordingly, the finished set was divided into two parts and one part was sent to each prefecture. By appointing special officials for the purpose, each prefecture undertook the task of preparing duplicate copies for the use of the other. It was not until the end of August that this painstaking task was finished.

As regards the original fingerprint of the first offence prisoner after January, 1923, the Metropolitan Police Office, Osaka

Prefecture, and Fukuoka Prefecture had nothing at all. Therefore, the prisons sent three copies of each prisoner's fingerprint (one copy being fully filled in, while the other two were left partly blank) to the Metropolitan Police Office. After duly filling in the blank portion of the copies, they were forwarded to the Western Prefectures.

In the case of reincarcerated confirmed criminals, the Metropolitan Police Office was in possession of fingerprints, but both Osaka and Fukuoka had nothing; to supply this lack, the prisons sent duplicate copies of the print to the Metropolitan Police Office; in this case one being filled in and the other left partly blank. The office undertook the task of filling in the blank portions and forwarded them to the respective destinations. Both prefectures, after comparing the forwarded copies with their "culprit cards for reference," filed them in cabinets in the order of their classification number.

In conclusion, the number of notable instances in which culprits were identified by means of their finger-impression being left on the scene in both prefectures is as follows:

**In Osaka:**

Two murders  
Two larcenies

**In Fukuoka**

Two burglaries  
Two larcenies (Applause.)

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**PRESIDENT ENRIGHT:** Gentlemen, I think that there are two or three points about identification that we ought to try to clear up as far as we may at this Conference. First of all, there are perhaps a half dozen different methods of taking fingerprints and classifying them, not so much in the taking, because they are very much alike, but the classifications are somewhat different.

The system prevailing in England, and which we are using in our city, and I think largely through the United States, is the so-called Henry System.

There is another system that is used, I think, altogether in France. There is a different one, possibly, in Germany and in Italy. South America, and particularly the Argentine, I think, have a system of their own.

If it could be coördinated so that all fingerprint classifications would be the same all over the world, that would be a consummation very much to be desired.

I think another point about the matter of identification is the prime necessity for every police department everywhere around the world, no matter whether it be a small department or a large

one, to take fingerprints and classify them themselves, or if they haven't men to make these classifications, they certainly can send the papers to the nearest city that has a classification expert and have them classified there.

Every police department everywhere, no matter if they have only five prisoners a year who are felons, ought to take the fingerprints of these criminals.

Another point is that we should have in every country, whether in the United States, Canada, or Argentine, or Germany, or France, or England (and I know they have such a thing in some of these countries), a national, central police bureau of criminal identification, and in this bureau should be kept all of the fingerprint and criminal records of all of the criminals in that country or in that jurisdiction.

Then there ought to be established somewhere in the world, no matter where it may be, so long as it is established, a similar clearing house for the fingerprints of international criminals. If you have an international criminal in Paris or in Berlin or in Buenos Aires or in Dublin or in Ottawa or in Rome or any other part of the world, the fingerprints and records of that international criminal should be sent to some central place to which we can all apply for all of the information that we need.

I think perhaps that was in part the idea of our friend, Mr. Hakon Jorgensen of Copenhagen, when he got out his Distant Identification idea. His plan of giving the information is probably only the development of what would be a central bureau for identification of international criminals.

These are at least four points which I think ought to be cleared up by resolution of our Resolutions Committee, and I hope that they will pick the matter up and make such recommendations as they may think necessary and proper.

There is one other thing that Police Departments enjoy in other parts of the world that we do not enjoy in the United States, and that is universal fingerprinting. I know down in Buenos Aires, our friends, Mr. Etcheverry and Mr. Fernandez, have a system of their own. It is not established by law, but has all the effect of law, because everybody practically in Buenos Aires, and I think in the Argentine, are fingerprinted and have an identification card which they carry and find very useful, and it is also useful in the enforcement of law and order and in the work of police departments in the South American countries.

In some other countries there, I believe—in Chile, for instance—universal fingerprinting is established by law. I know you have your identification systems in nearly all of the countries of Europe. Everybody is registered, and most people are fingerprinted. Perhaps some of the delegates from foreign countries will tell us just how extensive that is. I know that when a

stranger goes to Rome or Paris he must register, and everybody else is registered in some central place. We may never be able to achieve that in the United States, but we might approximate something of the kind. So far as the identification system that they are using in the Argentine is concerned, I hope this committee on criminal identification, which will be one of the very important committees of this Conference, will take this matter up and give us a clean-cut report, backed up by a comprehensive resolution, before we adjourn this session.

I will ask you to listen for a few moments to Captain Golden, the Chief of our Bureau of Criminal Identification in New York City. We are rather proud of Captain Golden. We think he is one of the world's great experts in criminal identification. He has been with our bureau for a great many years. He has developed a great many new ideas. He has traveled very extensively, visited the great criminal identification bureaus throughout the world. He has conducted a school here for criminal identification and has done it very efficiently. We think he is quite an expert along this line, and perhaps for a few moments you would like to have the benefit of what he has to say.

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CAPTAIN GOLDEN: Gentlemen of the Conference: I have been asked by a few of the foreign delegates to say a few words in respect to my thoughts on a universal system of fingerprint registration. The Commissioner was kind enough to include me in a committee that visited Europe two years ago, and I had the opportunity of studying police conditions in eight of the capital cities of Europe. In each of the capital cities I found that they were operating under a different system. For instance, in Germany they use what is known as the Klatt System. We find that in Denmark they are operating under the Jorgensen System. We find that Professor Ottolenghi of Italy is operating under a system devised by a Dr. Gasti. In the South American countries and in Spain we find that they operate under the Vucetich System. In the Bureau of Brussels, which is the central bureau of all of Belgium, we find there that they were really not satisfied with any of the systems, but made up a joint system which embodies the best points of the Henry System as well as those of the Vucetich.

We find that in Paris, which we had looked up to for so many years, for they really fathered the wonderful original system of identification, the Bertillon, they have not really been satisfied with fingerprint registration, and they have changed their system three times in the past twelve years. In the beginning, France added the fingerprint formula to their Bertillon measurements. Later they changed that system to one of numbers and letters, and finally, at the time that I was in Paris, I found that they had taken a system of numbers, which is a sort of an idea of the Jorgensen System, part of the Henry System, and a little of the Vucetich, so that we see around the world various systems are in use.

I myself am familiar with about twenty different systems of classification, and when all is said and done and when they are analyzed, I find that all of the systems are either part of the Henry System or part of the Vucetich System, so that when we do get together I believe that the system that would be universal would be a joint system of the Henry System, which is used in eighty per cent of the police departments of the world, and the Vucetich System.

I believe that the big point, however, is in a universal system of sub-division. When all is said and done, every system is based first on a primary classification, and that merely gives us the opportunity of finding the particular group of fingerprints that we are interested in. However, the sub-division is the thing that is still in its infancy, and I believe that the fingerprint experts of the world should get together, because we hear so much nowadays of universal fingerprinting. If we fingerprinted every person in the United States or in any country, we would have great difficulty with our present systems in finding readily a fingerprint. That brings us to the point of sub-divisions. What we really need in fingerprints is sub-divisions, going further into the classification, so that we can handle the large groups. That is the big study, and I believe that we should make that sub-division one of international study and a composite of the best points of all of the systems.

We find in Vienna that they have practically a system based on the Windt-Kodicek idea. In Norway the system is Daae. In parts of Germany they use the Roscher system. That will give one idea of the various systems.

In respect to the other subjects of universal fingerprinting, and the other important phases of the work, I believe that before the week is out the Committee selected for this work will be able to submit a report which will be in accord with the ideas of the fingerprint men of the world. (Applause.)

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**PRESIDENT ENRIGHT:** Have we any other delegate here who would like to discuss this subject?

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**MR. JOAO MARQUES DOS REIS:** Gentlemen: While many of the chosen systems are good, we must realize that this is the time in which we should have a standard system. My opinion is that the Vucetich System, introduced in Argentina, must have the preference because it is the one best known at the present time. My main idea is to convey the opinion of the Brazilian delegates that we should have a means of checking criminals, and of creating an International Bureau of Identification. Fortunately the representatives of Italy, of Argentina and especially of the United States, are here present, and we hope that they will be able to do their best in order that good achievement will be rendered. (Applause.)

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**PRESIDENT ENRIGHT:** Mr. Galvao of the Police Department of Rio de Janeiro wishes to be heard on the subject of Identification.

**DR. CARLOS ARROXELLAS GALVAO:** I am in accordance with the words of the Brazilian delegate, my colleague, because his ideas represent the opinion of the Latin representatives regarding Identification. The example was given in South America in 1905, when a Congress in Buenos Aires met and decided about the Identification of International Criminals. The Police of Rio de Janeiro receive about eight or ten demands for identification daily from foreign countries, especially from those of Latin America, in accordance with the convention held in Buenos Aires in 1905, and ratified by Brazil in 1910.

In receiving such demands we note that the countries which use the fingerprint system are those which are best able to identify the criminals. Although the twenty-one Brazilian states have autonomy regarding their police, each one of them has the same fingerprint system, and so it becomes very easy for the police of the several states to have identifications made. I hope that if the system is adopted by all the countries, everything will be settled very easily, especially if we adopt the proposition made by the members of the Argentine delegation. I thank you very much. (Applause.)

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**PRESIDENT ENRIGHT:** On this subject I think it might be well to call attention to one of the very famous cases of a successful fingerprint identification in this city. This is rather a recent case. It occurred in November, 1923. Two bank messengers in Brooklyn, one of them a former policeman, returning from the bank with a bag containing \$43,000 in currency, were held up by five men who got out of an automobile and followed them up the elevated railroad stairs. Both of these messengers were atrociously and wantonly killed without a word of warning. They were not asked to deliver the money. They were not asked to hold up their hands. They were deliberately shot down in a most brutal way. The five robbers immediately went downstairs where the car stood with the engine going, got aboard and disappeared almost immediately. We found a car within about twenty-four hours which we thought possibly might be connected with the murder. Fortunately, on the wind-shield of the car we found these fingerprints (exhibiting chart) among others. These fingerprints gave us the clue to a criminal whose record was in our Criminal Identification Bureau, and inside of four days we had located this man and two of his colleagues in Cleveland, Ohio, where they were arrested, and about half of the loot was recovered. All of them have been apprehended.

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Four of them have been tried in this city; three of them were electrocuted last week and one is now in the death house in Sing Sing awaiting electrocution. The other man escaped to Italy, where he has since been apprehended and he is now awaiting trial over there, as we have no extradition with Italy. That is one of the most celebrated cases I think in the whole history of criminal identification. These are the enlarged fingerprints for the court work. If anybody is interested in these, they can see them at

their pleasure. Mr. Merino, would you like to say something on this subject? I am pleased to introduce to you Mr. Merino, of Santiago, Chile.

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**MR. MERINO:** The topic discussed by the Honorable Argentine Delegates on the Unification and Conciliation of the different fingerprint methods has proven to be indeed very illuminating.

This thesis seems to be in complete accord with that maintained last night by the Chilean delegate, particularly when he referred to the opinion of the identification service of Chile, about the Distant Identification System.

It is vital, in order to facilitate the interchange of fingerprint service used in different countries—the adoption of a standard code of at least classification impressions and the fingerprint files available everywhere.

Of course, this standard code should not be adopted until a careful and technical study has been made.

The Chilean delegates think it advisable to reiterate the necessity to proceed at once to adopt the proposition of the Argentine delegation, and therefore, will support any concrete proposition that will lead to the ideal of the unification of the various fingerprint systems in the world.

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**PRESIDENT ENRIGHT:** Gentlemen, I am glad to introduce to you Mr. Barcenas of the City of Mexico, who desires to be heard on this subject.

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**COLONEL MARTIN F. BARCENAS:** The fact that all the distinguished delegates that have spoken this morning have presented their opinion that something must be done toward the unification of methods and procedure of finger printing, shows that there is a universal need for such a code of unification, in view of the fact that there are so very many methods and systems of fingerprinting. The same thing occurs as between nations speaking different tongues.

All the peoples from the very beginning of civilization up to the present time, we find have endeavored to bring about the existence of mutual understanding as to their methods.

Thus it has come about that in diplomatic circles the French language has come to be the universal language for diplomatic correspondence and affairs.

Thus, the Italian language has come to be recognized as the standard language for all musical affairs.

Not many years ago it came about that a gentleman had the vision of bringing into existence one language whereby all men would understand each other; namely, Esperanto. Thus you will see that the idea of bringing into existence some universal method of understanding is as old as civilization itself.

If this international gathering succeeds in bringing into existence some real and effective system of identification, it will indeed be a great success because the problems themselves are of an international character, and since this is an international Conference, the problems that should be here discussed should be of an international character.

Since it appears clearly that all the delegates are uniform in the belief that something must be done towards this unification, we must proceed at once to take practical and effective steps in this direction. Since apparently there seems to be no controversy as to the general need of such a system, I believe that the delegates present should formulate some concrete plans tending toward this unification.

Therefore, I believe it to be an urgent necessity to bring into existence a meeting of international fingerprint experts, to meet in some city of the world to discuss the question of which is the most effective system now known and if none of those are approved, to bring into existence some such system that will meet with universal approval. The laws of certain countries compel those countries to use certain systems of identification.

But I feel certain that if this international gathering should take place and they should approve some standard method of unification, no legislature in the world would refuse to approve of it in order that their respective countries may bring it into being for their application locally, and bring it into being for the coördination of other countries.

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**PRESIDENT ENRIGHT:** There seems to be very little doubt but that it is the consensus of opinion of this Conference that there should be a universal system of fingerprinting devised. We have in this country at least two systems. Of course, they are very much alike—one of them is the Galton Henry system, so called, and the other is a modification of that system.

But even in our own country we are not a unit using a single system. It is probably true that it would be quite impossible for most of our police departments or governments to go back over the trail and reclassify all existing fingerprints. That might be a very difficult problem to be solved. In fact, it could not be done in a reasonable time. No doubt the better plan would be to fix some certain date when this new system, which we hope will be devised or adopted, will go into effect in every country and then we will start to make up our new system of fingerprinting, making a new file, but keeping the old file. In the course of ten years or so we will be practically on the the new system and that probably is the most feasible way of bringing about this system.

The magnitude of the job to go back over the records might possibly be made clear to you when I say that in this country we have probably 5,000,000 fingerprints of criminals, of which over 500,000 are in the New York Police Department. I have no doubt



that in South America, from what I saw when I was in Buenos Aires and other places, they must have at least 1,000,000 fingerprints and perhaps several million fingerprints may be in existence in Europe in the various police departments, but I have no idea as to how many there really are.

The better plan would seem to be to start with a clean sheet some date in the not far distant future upon which all will agree, and then work out from that, keeping two files.

Is there any other delegate who desires to be heard on this matter before I refer it to the committee?

I am pleased to present to you Principal Judiciary Officer Florent Louwage, of the City of Brussels, who desires to be heard on this subject.

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PRINCIPAL JUDICIARY OFFICER FLORENT E. LOUWAGE: I did not expect to speak about the systems of classification of finger impressions. Several members see a great inconvenience in the fact that several systems are now in use throughout the world.

This may surprise you, but I am not of the same opinion. In each country there exists a system which has been adopted after due trial. An account has been kept of the particular psychological aptitudes of the clerks and also of their experience.

These experts have acquired a marvellous dexterity and it takes only a few seconds in each office to ascertain whether or not the fingerprints exist in the collection.

What more can be expected?

I never was obliged to make a request for search in a foreign office. However, I am of the opinion that in one country only one system may be used and that a national bureau ought to be held for this purpose. (Applause.)

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PRESIDENT ENRIGHT: Gentlemen, I am pleased to announce now under the regular order of business that President Schober of Vienna desires to be heard upon the question of unification of the fingerprint systems and the other methods of criminal identification.

I do not think President Schober was in the room or that he heard all of this discussion, which was to the effect that we have throughout the world perhaps twenty different systems of fingerprinting. In the same country there are one or more systems, and it is more or less difficult to coöperate between countries and even between city and city in some countries, because of the difference in the systems that are used.

We should like to have your views on the advisability of establishing a universal system of fingerprinting for the whole world.

**PRESIDENT JOHANN SCHOBER:** Mr. President and Gentlemen of the Conference: I have heard only a part of this discussion which was held this morning and I know from my own experience that we have too many fingerprint systems in our police work. I will plainly state that I should like to have only one, but I know it is difficult to get to these ideal results. But we must find out a system to overcome this difficulty.

I think most of the systems are based on the Henry system. There are only small alterations in details, the basis is similar, or derived from the Henry system.

I should like to come to one fingerprint system which we could coöperate better with and if the result of the International Police Conference is a good one, it must be based on one fingerprint system, because the existence of so many systems, especially in a great Police Headquarters like mine, is impossible. It makes too much work and, so far as I know, it is directly impossible. Therefore I should advise that we ought to find a committee which perhaps will advise the Conference at the end of the sessions to adopt one system—not immediately, but to begin on a fixed day and from that day begin with the new system. Then the collection of every Police Department which is already in existence must be slowly altered into the new system. Then, if we began on a certain day with another system, and from that fixed day we altered the system we had from said day and only the new system was practiced, we would soon work into the new system.

So I confess that I am an adherent of one police identification system throughout the whole world and we must come to that if we will really coöperate with each other. (Applause.)

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**PRESIDENT ENRIGHT:** Gentlemen, I have the pleasure of presenting to you this morning, although he will not speak because he has to leave us immediately, His Excellency Ch. Simopoulos, one of Greece's delegates.

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**HONORABLE CH. SIMOPOULOS,** Minister of Greece: I am not a specialist in the matter and the only thing I wanted to say to you was to express greetings from my country to the Conference and to you, Mr. President. (Applause.)

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**PRESIDENT ENRIGHT:** Gentlemen, I take great pleasure in introducing to you at this time General J. J. Carty, Vice-President of the American Telephone and Telegraph Company, who will give you this demonstration of fingerprints and photographs by telephone—"The Telephotograph as An Aid to the Police."

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**GENERAL J. J. CARTY:** Mr. President and Gentlemen of the Convention: I feel that it was a distinguished honor to be asked to address you today on the subject of "Telephotograph as An Aid to the Police." I think it is a distinction for anybody to be

permitted to come here and address men from all over the world such as you are, of national importance, but I feel a special personal pride in being here today on account of the President of your Association being the head of our great Police Force in New York.

While he is known to you as a great police official, he is known to me as an exponent of the art of electrical communication. All of you may not know, but it was from his youth that he was attracted to the idea of electrical communication, and when a mere boy took up the study of the subject.

He qualified himself so thoroughly that he soon took an important position with a railroad company, and passed from one position to another, and finally to the position of a policeman. Our loss was your gain, but we wouldn't let go of him so easily, because he has not long ago been elected to the presidency of the most important association of telegraphers in America, and he has been selected for the distinguished honor of being the head of a great association to perpetuate the memory of Professor Morse, who invented the telegraph here in this very city, many years ago.

It is only natural, therefore, with such a distinguished communication expert in charge of the Police Force of New York, that the New York Police should be interested and alert to take advantage of every new development in the communication art, so that when these very remarkable improvements were made in the transmission of photographs to the New York Police, they at once investigated to see what the advantages might be in the detection of crime and the apprehension of criminals.

Under Commissioner Enright's direction the Bureau of Criminal Identification studied the new system and made a practical trial of it and, to our very great satisfaction, advised us that pictures of fingerprints and pictures of suspected criminals sent by this method would have as much value as identification marks, as the originals themselves.

They have all of the legal value and importance of the originals and police wouldn't hesitate to make arrests and identifications upon such information.

I will not undertake in my remarks to give to you a technical description of this apparatus, because not many of you are technical men and also because it is a very complicated and involved invention, utilizing the very latest developments in electrical science.

We have, however, on exhibition in Room 100 on this floor, the very apparatus itself. It will be there during the Convention and those of you who are interested further in the subject may go to that room, where engineers thoroughly familiar with the system will give you such information as you desire.

Also the authorized delegates here may obtain in that room a technical description in one of our technical magazines, which

you may care to take home with you, perhaps for the study and interest of some of the technical men in your own countries.

In addition to that, we have some souvenirs containing a photograph of your distinguished President, and also a photograph of a fingerprint which had been sent over the wire. It was thought that you might care to take this with you as a souvenir of this occasion and as an evidence of the character of the work itself.

The portrait of Commissioner Enright is one which was obtained here at New York and sent to San Francisco, about thirty-four hundred miles away. It was then sent by airplane, arriving there in two days. That of itself is an achievement of modern times, but when it reached there it was transmitted back over the telephone circuit in eight minutes. That is the history of the portrait which will be part of the souvenir and which will be distributed to the members here at the close of the session if they desire to have it.

Regarding the apparatus itself—it will transmit any good photograph. All that is needed is to send a photograph to the Transmitting Room. There a copy will be made and printed on a transparent film and that film is put on the machine and run through the machine, and after eight minutes the picture is at the other end of the wire, even though the other end of the wire is thousands of miles away.

Some time is required to do the photographic work so that, all told, from the time the picture is sent at the transmitting end until it is received at the distant end, from an hour to an hour and a half or two hours' time is required. But only eight minutes of this, it is interesting to note, is occupied in actually sending the picture over the wire.

Another thing about this system—the light waves themselves do not traverse the wire. The film is transparent, a beam of light will shine through it. Where it is black, the light will be interrupted, where the shading varies from black to white, the light will go through with varying degrees of intensity.

Now it so happens that when a beam of bright light falls on this apparatus it will cause a current to be sent through the lines at the moment that light is shining, and then the picture is moved along to a point where it is dark and no current would flow, and there would be no impulse to go over the line. The picture is at the transmitting end and is moved synchronously with the receiving end. The two films must move at exactly the same rate, so that when the light is shining on a dark spot at the transmitting end, the corresponding part of the receiving picture will be in its proper place.

This explanation will not be very lucid, but it is as good as can be given in general terms.

The two pictures must be moved—the film in San Francisco upon which the photograph is being made and the film in New

York, let us say, which is being sent. Those two films must move back and forth on a cylinder at exactly the same time. There must be no variation. That is one of the very difficult features of the system.

As I said, the apparatus is available for those who care to study it more, and I won't undertake much more of a technical description. I will proceed now to show you some of the apparatus and then some pictures of the work which has been accomplished by the apparatus.

[Mr. Carty then presented slides showing several photographs transmitted by wire and the apparatus used.]

I have endeavored to give a general idea of this, the new development which Commissioner Enright has been studying so carefully with a view to seeing how it could be utilized in the work of the police, but we want to do something more than that. We have already heretofore transmitted fingerprints over the wires for the New York police, and we have immediately had unqualified identification. But in order to give a practical test before you here today, a committee of your delegates selected three fingerprints and they have been sent to Chicago to the Chicago police. They were sent this morning with a view to seeing whether they could be identified from the records of the Chicago police.

Now we will call Chicago on the telephone, and, by means of these modern telephone devices here, you can all hear the conversation, if everything goes well, and I trust it will.

The following conversation then ensued between Mr. Barnett at Chicago and General Carty:

- C. Hello, Chicago!
- B. Barnett speaking.
- C. I hear you very well. Do you hear me?
- B. I hear you very well.
- C. That is good. What sort of weather have you in Chicago?
- B. It is a nice, clear day. The temperature is about 55.
- C. That sounds good. What time is it in Chicago?
- B. It is now ten-forty.
- C. Well, it is eleven-forty here, so we are a little ahead of you.
- B. Yes, sir.
- C. I want to talk to Chicago Police Headquarters, to Mr. Evans there, in charge of the Bureau of Criminal Identification.
- B. Yes, sir; I will put him right on.  
(Mr. Evans was then put on the wire.)
- C. Hello, Mr. Evans.
- E. Hello.
- C. Do you hear me all right?
- E. Yes, sir.

C. That is good. I have been talking to one of our men there. He says you have a very fine day in Chicago.

E. Yes, we have.

C. I am talking to you from one of the meeting rooms in the Waldorf at New York, where the Convention of representatives of Police Departments from all over the world is assembled. They are listening to all that you say. I don't know but that I should warn you that anything you say may be used against you.

Having now been duly warned, I am going to put you through a degree or two. Commissioner Enright says that he will grant you immunity.

Did you receive some fingerprints today from us?

E. Yes.

C. How many?

E. We received three.

C. Did you succeed in making an identification?

E. We identified all three.

C. Captain Golden, who is in charge of the Bureau here at New York is by my side. Those three cases that were sent to you by wire today were those selected by a committee of delegates. And you have received all three of them?

E. Yes, sir.

C. The delegates who made the selection were E. M. Haynes, of Knoxville, Tenn.; Benjamin P. Sproul, of Bangor, Me.; and D. D. Lorrain, of Montreal, Canada. Would you be kind enough to tell us the facts of your identification?

22 0

E. No.— 19.

20 0

C. That is right.

E. Identified as Sam Kaplan. Arrested New York City January 23, 1915, for disorderly conduct, sentenced January 23, 1915, House of Correction, by Magistrate Barlow.

Samuel Kaplan, a resident of Boston, Mass., arrested September 18, 1915, larceny, pickpocket; six months in House of Correction.

Babe Liederman, arrested Brooklyn, New York, November 16, 1915, larceny, pickpocket. Discharged November 18, 1915.

Sam Kaplan, arrested New York City January 16, 1916, larceny, pickpocket. January 20, 1916, four months, House of Correction.

Sam Neidorf, resident of Cleveland, Ohio, December 8, 1917, larceny, pickpocket. February 3, 1918, larceny, pickpocket.

Sam Neidorf, resident Philadelphia, December 13, 1919, larceny, pickpocket. No disposition.

Sam Kaplan, arrested Chicago, January 3, 1917; fined \$50 and costs. The time in making this identification was thirteen seconds.

C. That is, thirteen seconds after the photograph was handed to you? Your filing system works pretty fast there, doesn't it?

E. Yes, sometimes.

C. Captain Golden says that he wants to thank you for the Cleveland record on this case, because he didn't have it here. You scored one on him.

9 O I

E. The next one is — II.

3 M

C. Right.

E. Identified as John Brooks. Following is his record: Melville Root, arrested New Orleans, February 9, 1912. February 23d, discharged.

Robbie Hays, arrested Cleveland, Ohio, August 23d, 1918, suspicious person.

Ralph E. Hays, arrested Minneapolis, Minn., July 22, 1918, vagrancy and pickpocket. Discharged.

Ralph Marshall, arrested in New York City November 21, 1921, suspect pickpocket. Discharged.

Ralph E. Hays, sentenced August 14, 1922, conspiracy, from Toledo, Ohio. Two years Atlanta Penitentiary and fined \$500. Paroled April 13, 1923 and discharged March 22, 1924.

Ralph E. Hays, arrested Los Angeles, Cal., September 23, 1912, No disposition.

Charles Clayton, arrested at San Francisco, Cal., December 14, 1912, pickpocket. No disposition.

C. We have substantially your record, according to Captain Golden, who has been checking it here from his, so that there is no question about the identity.

9 O I

E. The next one is — 17.

4 M

Sam Sirota, arrested November 27, 1915, Brooklyn, disorderly conduct, sentenced to thirty days in the Workhouse. November 2, 1918, Boston, Mass. No disposition. August 17, 1923, Larceny, Ithaca.

C. Now, Captain Golden has been standing by here and checking over from his official records at New York, and he finds that in nearly every case your record of this suspect conforms with his, so that there could be no question whatever that we are talking about the same man.

Mr. Evans, will you please stay at the telephone for a few moments?

E. Yes, sir.

C. I would like to show to the delegates what it was the Police Department submitted to the transmitting station. All that they had to send to Chicago was this little slip here, and from that, with an accompanying telegram, these identifications were made. The formula that goes with the slip from the Police Department and the picture itself were photographed on a film which I hold up in my hand. That is what went on to the machine. It is transparent, and a similar picture like that was received at Chicago, and then printed and as many prints as desired could be made. Mr. Evans, perhaps Captain Golden would like to say a word to you, or at any rate to the delegates about these identifications.

G. Hello, Mr. Evans.

E. Hello, Captain.

G. Just stand by, Mr. Evans. You received two similar test messages, did you not?

E. Yes.

G. I will read a telegram that was received yesterday by Commissioner Enright. We held a sort of a rehearsal to make sure that the testing apparatus was in good order and sent two subjects yesterday morning, and last evening the following telegram was received:

COMMISSIONER ENRIGHT,  
Police Headquarters,  
New York City.

Your 47 A (which is the number referred to in the  
22 M  
telegram) telephoto classification — 0, identified as  
21 O  
Our Tony D. Guisseppi, arrested, file "A," New York and  
Chicago, professional pickpocket. Identification made in  
15 O  
six seconds. Your 47 B telephoto classification, — 0,  
28 O  
identified as our Artella Bondella arrested at Pittsburgh,  
New York City and Chicago, professional pickpocket and  
buncoman. Identification made in 54 seconds. Record  
follows by mail.

In preparing this test, we selected a number of fingerprints from the files at the Criminal Identification Bureau, and we permitted your own delegates here to make the selection of prints. All that was furnished to the American Telephone and Telegraph Company was one finger which we clipped from a fingerprint blank. To this finger we have of course added the formula of the



ten fingers, so that we are in a position today to state that we can make a positive identification between New York and San Francisco on the basis of one finger with a formula, inside of a minute, perhaps. In the recent tests made we find one made yesterday in six seconds and one in 54 seconds, and I believe we sent them a real hard test today. One of them took five minutes, and it was a very difficult group, and I would also like to commend Superintendent Evans, who is now talking from the Chicago Identification Bureau, for his readiness in this respect, and the way in which he has coöperated, and furnished these speedy identifications. I would pronounce this system, as an identification man myself, a distinct success and a practical method of transmitting fingerprint or criminal information which will bring forth great results in the days to come. (Applause.)

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**PRESIDENT ENRIGHT:** Superintendent Evans, this is Commissioner Enright of New York speaking. I want to thank you very much for your work on the other end of the line in carrying through this demonstration for the benefit of the International Police Conference, which is assembled here at the Waldorf-Astoria in convention. Delegates are here from all over the world, more than 500 from the United States and Canada, and they are very much interested in this test. Perhaps you would like to talk to your own chief, Morgan Collins, who I think is in the room. Would you like to come up, Mr. Collins, and see if Superintendent Evans is doing the right thing?

**MR. COLLINS:** Good-morning, Mr. Evans.

**E.** Good-morning, Chief.

**MR. COLLINS:** How have things been going since I left Chicago?

**E.** Oh, it is about the same, Chief.

**MR. COLLINS:** Well, that is pretty bad.

**E.** Oh, not as bad as all that.

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**MR. COLLINS:** I had hoped they would improve upon my leaving the city. However, Mr. Evans, I am delighted at the success of our experiment in identifying the prints and pictures that were sent. It shows that the means of identification is fast becoming so that it can be made almost instantaneously. I understand that it takes about four minutes for the film to be recorded on the cylinder, and with a minute or two of identification, in ten minutes a picture can be identified from almost any place in the world. I am delighted with the success of our experiment. You have an audience here this morning of probably three or four hundred chiefs of police from all over the world, and I am quite sure that they are all very much interested in the work that you did. I thank you, Mr. Evans. (Applause.)

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**GENERAL CARTY:** I have been requested to state somewhat more explicitly the length of time. It is true that it takes eight

minutes' time in actual transmission, but I fear that I didn't go far enough. I think I have misled Chief Collins, but not seriously. While the time of transmission on the wire is eight minutes, there are certain photographic processes after the picture is received which take time, and the original picture must be photographed so as to appear on a transparent film. Those two operations and some things related to them have nothing whatever to do with anything going on the wires. They have to do with preparing the photograph for the wire and preparing it for delivery. The time required for these operations is between one hour and a half and two hours. Of course, that is a good deal better than any other possible, conceivable way of getting the information; as I pointed out, coming across the continent, Commissioner Enright's picture took six minutes, while the aeroplane took two days. But we would have to add to that six or eight minutes, the time taken for photographing.

As to the distances over which this is worked, we have a circuit from Havana, Key West, up the East Coast to New York, and then west to San Francisco and down to Los Angeles. Those distances are about 5,500 miles. It is perfectly practicable, it is done daily, talking over such distances as that, and the picture could be sent over the wire as well. A similar distance on the European continent would carry us, say, from London over to India and, if the wire were built, there is no reason in the world why you couldn't send the picture from London, let us say, to Hongkong.

About the radio, this apparatus which we have here is adaptable for radio just as well as for wires, but the radio itself is subject to so many interruptions and disturbances that the results are very disappointing when radio is employed. You are all familiar with the noises you hear called static. Those noises disfigure the picture. It seems a strange sort of a thing that making a noise should record itself on a photograph and spoil the photograph, but so it is. And then there is the interference from radio stations, so that the practical results which we get over radio would not enable us to do what we have done today.

I think that is about the end of our demonstration, and apparently we have accomplished what we set out to do. I think Commissioner Enright has something that he wishes to say.

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PRESIDENT ENRIGHT: I want to express the thanks and appreciation of the Conference to General Carty and the American Telephone and Telegraph Company for the very marvelous demonstration of this great invention which will make it possible to transmit photographs and fingerprints and other written photographic matter by telephone. I think the delegates are all completely satisfied that this is a practical invention and, as soon as the costs are lowered so we can utilize it, it will probably be used universally. I would like to ask General Carty just one or two questions for the benefit of the delegates respecting this invention and what its future is likely to be. First of all, you have already said that the present-day cost of about

\$30,000 for the installation of a transmission and receiving station would perhaps be prohibitive in police departments, as it is. That being the case, when do you suppose we will be able to utilize the service as it now exists in a commercial way, as we send telegrams over the Western Union, or Postal Telegraph Company lines, and what will be the cost per transmission?

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GENERAL CARTY: Well, that is a very practical question that would require for its answer a very practical prophet. It is the history of all such inventions that at the beginning they are complicated, very expensive, and not generally available, but as the years go on the cumulative improvement by many minds gradually bring the invention to within the range of users. At the present time sending a picture would cost about \$50 from here to Chicago. That is because a very special circuit must be employed and auxiliary circuits to communicate between the machines, and many complexities, so that at the present time it would not be used as freely as the ordinary telegraph, but we would all be greatly disappointed if in the course of years the price of the service would not be brought within the range of the appropriation of the police in the various cities. Even now it is easy to conceive of a case of such supreme importance that the matter of \$50 wouldn't be worth a second thought. That is about as far as I feel safe in going in my role as a prophet.

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PRESIDENT ENRIGHT: Has this invention been developed to the extent that the radio has, so that while the transmitting station is very expensive, a receiving station at comparatively limited expense may be had?

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GENERAL CARTY: Well, the receiving stations would cost less, but even then that is rather formidable at present. But when we consider that there are only three practical machines in operation today, it is really a marvel that an art that is so new should have functioned so well as it did today. So that when there has been so much accomplished with only three machines in the universe working like that, I think we can be hopeful, very hopeful, that we will be able to do better for you before so very long.

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PRESIDENT ENRIGHT: Thank you very much, General. (Applause.)

Gentlemen, I think that concludes everything that can be done under that second section, unless we might take it up for discussion this afternoon, although I do not see where we can discuss it much. We haven't the apparatus and technically we don't understand it. I want to dispose of the subject that was up this morning. If there are no others who desire to discuss it, we will dispose of that by referring it to the Committee for its consideration and a report by resolution to this Conference before the Conference closes. I refer, of course, to the subject Criminal Identification, which has been so exhaustively treated here this morning, particularly with respect to the unification of the system.

Is there anything further to be offered on that question? If there is not, I will be pleased to receive a motion that the matter be referred to the Committee on Resolutions for their consideration and future report. Is there a motion to that effect?

(Upon motion of Commissioner Staneland, regularly seconded, it was so voted.)

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**PRESIDENT ENRIGHT:** Mr. Thompson of the Windsor department informs me that it is absolutely necessary, on account of an important personal matter, for him to leave the Conference this afternoon, and he would like to say a word, as he is the President, I believe, of the International Bureau of Identifications, and also of the Canadian Chief Constables' Association. Gentlemen, I want to introduce to you Chief Thompson, of Windsor, Canada.

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**CHIEF DANIEL THOMPSON:** Mr. President and Gentlemen: I have to correct the Commissioner in what he has said. I am a Past-President of that Association. I have been so deeply interested in this Convention since I have arrived that I feel that I am going to have a very great loss in being unable to stay until the conclusion of the Convention. Because of unavoidable circumstances, I am unable to remain. However, I am not alone, sir. I felt that this Convention was of such great importance, that one of my police commissioners is here with me, and will remain until the conclusion of the Convention, so whatever I miss he will bring home to me. I want to thank you, sir, and the members of the Association for the courtesy that we have received since we have been in New York, for the splendid way in which the program has been prepared and presented. I also want to extend to the members of this Association the fact that they can receive from the department, which I have the honor of representing, cooperation in any form of police work. We will give them the very best service which we can render. As we are the gateway to Canada and the exit from Canada, we deal very largely in connection with International crooks. Therefore, we are in the position I believe, to render a splendid service to other countries, and it is our desire and wish to do so. As the Commissioner has said, it is necessary for me to leave this afternoon at 6 o'clock, I trust that your continued discussions here may be as great a success as they have been since I have listened to them, and I hope that we may have the opportunity of coming to some definite conclusion in connection with the question of establishing a Standard Identification System. I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** I now want to take the opportunity to introduce to you the representatives of the New York State Police Association, who have a message to present to this Conference.

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**MR. WILLIAM T. DAVIS:** Mr. President and Gentlemen: We appear before you as a Committee of three from the New York State Association of Chiefs of Police, President William J. Sheedy,

Secretary James L. Hyatt, and I, as Past-President of the organization. We appear to make formal application to you to be recognized as the New York State Chapter of the International Conference. We have filed our application, and now we appear in person to submit our application to you, sir.

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PRESIDENT ENRIGHT: Thank you very much. I think the Conference will be very glad to entertain your proposition, the idea being that the various State organizations throughout the country might be more closely affiliated with the Conference if they were organized and recognized as separate Chapters, instead of coming in promiscuously as they do now. You say that the matter has been presented in writing?

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MR. WILLIAM T. DAVIS: Yes.

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PRESIDENT ENRIGHT: We thank you very much for your interest, and I think as President of the Conference, I can say to you that it will have our very earnest consideration. I will refer the matter to the Committee on Resolutions for report.

I would like to set down for consideration sometime during this Conference something that has not, I think, been put in the agenda, and it can be taken up at some time when we have the opportunity. In many South American countries, not only in the Argentine, but I think perhaps in all of the South American countries, police officers have substantially the grade of captain, as compared with our North American police departments, commissioners, they are called in some of these countries—that is to say men holding a rank corresponding to our captains, and sub-commissioners, who correspond to our police lieutenants, they are vested with certain minor judicial powers, that is to say, they are able to dispose of minor cases, such as violation of a corporation ordinance, and minor misdemeanor, such as intoxication, or disorderly conduct or charges of that kind. These cases are handled at the police stations, and promptly disposed of, and the officer does not lose his time in court, and the offender doesn't lose hours or perhaps a whole day in court on a minor offense for which he may be fined a dollar or two, or five, as the case may be. This system I know is working out well in some countries. It is somewhat contrary to our laws in this country at this time, at least it is so in this State, but probably the law could be changed some time if we made the attempt. You can see that it would save the time of our officers now lost in court, and it would also save the time of our magistrates who handle these minor cases, so if those who are here present who are working under some such system as that, will bear it in mind, I will ask them a little later to discuss the matter for the benefit of the Conference.

[At this point President Enright made an announcement regarding the Post Convention Tour of Foreign Delegation of the International Police Conference.]

MAYOR HUGENTUGLER (York, Pa.): Inasmuch as this special train will go through the city that I represent, the former capital of the United States, York, Pa., I should be very glad indeed to have you tarry there for an hour or two, so that we can show you the old landmarks. The Continental Congress met in York, and we shall be very glad indeed to have you stop there and show you the city.

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PRESIDENT ENRIGHT: Thank you, sir, we will look into it, and if it is possible, I assure you we would be very glad to do it. (Applause.)

I want to now introduce to you Mr. Samuel W. Taylor, representing the Fifth Avenue Association, who has a message for you. (Applause.)

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MR. SAMUEL W. TAYLOR: Mr. Commissioner and Gentlemen: This is a very short speech, and I feel it will be a most acceptable one. It is on behalf of the Fifth Avenue Association, inviting you to adjourn this meeting immediately and go into luncheon in the Grand Ball Room, which is to begin promptly at 12:30 o'clock. (Applause.)

(The meeting adjourned at 12:30.)

## ADJOURNMENT

## LUNCHEON SESSION—MAY 13, 1925

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The meeting convened at two o'clock, Mr. Gage E. Tarbell presiding.

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CHAIRMAN TARBELL: Honored Guests, Delegates of the International Police Conference, Members of the Fifth Avenue Association: It gives me great pleasure to introduce as our first speaker this afternoon the Honorable John F. Hylan, Mayor of the City of New York. (Applause.)

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HON. JOHN F. HYLAN: Mr. Toastmaster, Honored Guests, Ladies and Gentlemen: We have only three or four minutes each to speak in, so I don't want to take up all the time allotted to me.

At the outset I want to thank the Fifth Avenue Association for its coöperation in helping to make the visit of the delegates here from the police departments all over the world a successful event. The Fifth Avenue Association has at all times rendered every possible service and coöperated with the city during my time in office, and I am deeply grateful to them as Mayor, and I thank them for aiding the Police Department in this International Conference. (Applause.)

It is my duty to welcome the delegates to the International Conference, and I am glad that you are here—delegates representing the police departments from all over the world. It is a nice thing to have representatives from other countries and other states come here to New York and get better acquainted with our Police Department, so that they may mingle together and understand one another better, so the common criminal may be rounded up and put where he belongs.

I have found since these International Conferences have been inaugurated a more friendly feeling wherever I go. We are glad to have a kindly feeling extended all over the country. We are a hospitable people here in New York, and we want the people from all over the world to come to New York and enjoy the great things we have here.

We have the greatest department stores in the world—B. Altman & Company, Franklin Simon, Wanamaker's; and the greatest hotels are here—the Waldorf-Astoria, the Ritz, the Commodore, and other great hotels. You can get all the accommodations here in the best hotels in the world, and you can spend money and get value received in the great department stores of our city. So we want your wives, and sisters, and relatives, when they have any money to spend, it matters not how far away they may be, to come

to New York. You can make the best possible bargain here and get rid of your money in the right way, and get value received.

I want to welcome the delegates here, and as my time is limited, I want to thank them for coming. I am quite sure the President will take good care of the delegates and their friends while in New York.

Don't mind the little criticism in the papers about the "P. D." signs. I know the Commissioner has put up "P. D." signs since the delegates have been here so they may go about the city. The criticism in the papers is the usual thing. Out in some of our Western cities they boost their towns. In New York some of our people knock them. But that doesn't apply to this gathering here.

I thank you! (Applause.)

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CHAIRMAN TARBELL: I cannot deny myself the pleasure of supplementing very briefly the words of welcome spoken by our friend the Mayor. I wish you to know, you people who have come to us from the other side and distant places throughout our country, that every member of the Fifth Avenue Association extends a warm welcome to you, and wishes you to feel while you are here that you actually own Fifth Avenue. (Applause.)

Our distinguished President, Colonel Michael Friedsam, has been kind enough to permit me to assure you that from the tiniest shop to the remotest corner of the largest department stores you can find in New York, there will be waiting a real welcome for you. If any of you are strolling up Fifth Avenue, and perchance you feel like becoming a little enthusiastic, let me beg of you not to restrain yourselves in the least. Your good friend, and our good friend, the Commissioner, has assured me that during your stay in New York all of his greyhounds will be kept on the leash. (Laughter.) In other words, it is his desire that you have a mighty good time, that you go as far as you like. Now it is up to you. Go to it!

I presume there are hardly any among your number that are not familiar with Fifth Avenue that have not heard more or less about it. Perhaps you have heard it is one of the most wonderful streets in the world, that its shops and its mercantile establishments are second to none.

But as to the Fifth Avenue Association, perhaps that is another matter, so let me say in just a word that about twenty years ago this Association was founded by some men with good purpose, with strong hearts, and plenty of determination for the purpose of doing every single thing they could possibly do to get the Fifth Avenue section right, and then to keep it right. Some job! But I am very glad to say, as I have observed this Association over a period of years, there has been no lagging whatever in the efforts put forth by this Association to carry out the objects it set out to carry on. I doubt very much, gentlemen, if there could be found among all the men on this floor today one who would get



any comfort in trying to think what Fifth Avenue might have been today if it had not been for the kindly offices of the Fifth Avenue Association.

I understand that a little later many of these delegates expect to tour to some extent our country—to go to Buffalo, Toronto, Detroit, Chicago, St. Louis. We will not mind at all if you bear in mind as you go that really all this has its entrance through Fifth Avenue. We do not wish to take any credit from our great country, which we know you will appreciate as you do our city, but we do want you to remember that this is the natural entrance place for all.

Many of you are very familiar with speed limits. I haven't any doubt but that the delegates here have given quite as much attention to that as any other single question, perhaps for some years. If, in your strolling about town, going up and down Fifth Avenue, you wonder at the rate of speed people are traveling through this country, let me call to your attention the fact that it has taken just exactly 100 years to transform firms without reputation into beautiful Fifth Avenue as you see it today. I know of no way you can get a better idea of the speed of this country and its people than through such a comparison.

To be a little more serious, I want to tell you that the members of this Association have a very deep interest in the purpose that calls you here. We understand how much it means to this country and to your countries to have these Conferences, and if, perchance, perhaps by reason of the wonderful atmosphere of New York and the peaceful and lulling environment of Fifth Avenue you people are able to evolve something while you are here that will put a serious crimp into this great crime wave that has been going over all the countries of the world for the past several years, you gentlemen will perform a service that will not only be appreciated by all the law-abiding citizens of this country, but will bring you complimentary thoughts and praise from the best people throughout the entire world. (Applause.)

It gives me a great deal of pleasure to, may I say, not introduce, but present as your next speaker a man who has earned his spurs in our own city, a man who has under his daily control perhaps the greatest police organization throughout the entire world, a man whom you have honored by making him your President (applause), a man whom we regard as our very efficient Commissioner, the Hon. Richard E. Enright.

(The audience arose and applauded.)

HON. RICHARD E. ENRIGHT: Mr. Chairman, Your Honor, Guests of the Association, Members of the Fifth Avenue Association, Ladies and Gentlemen: On behalf of the Police Department of the City of New York, and also on behalf of the International Police Conference, I want to convey to the Fifth Avenue Association our combined thanks and appreciation of the wonderful honor you do us in entertaining our Conference as you have entertained it today.

This is not the first time we have had splendid evidence of the good will and hospitality of this splendid civic organization. On three other occasions when we assembled here in Conference you have been pleased to invite us to come and break bread with you in this room, and I want you to know that you are adding and continually adding to our debt of gratitude to you for your hospitably and generous services to the Police Department of our city and this great International Police organization.

The Fifth Avenue Association, as the Mayor of the city has been pleased to say, is foremost always in advancing the civic interests of this city, and particularly in advancing the interest of this great Avenue and its vicinity. The Chairman of this organization today has told you briefly how wonderfully well the Fifth Avenue Association has served this great street, because during all of the years that this organization has been in existence it has worked unceasingly to make this noble avenue one of the greatest and most magnificent avenues in the world.

It is written down in Holy Writ somewhere that one day St. Paul went down from Jerusalem to Damascus, and there he took up his residence in a street they called Straight. Well, this is the street that they call Straight in the City of New York. Topographically it is straight, and it is also straight in the superlative degree, in the manner that it conducts its affairs, in the manner that its great merchants and the residents along this avenue deal with their fellow men, whether it be in business or whether it be in the everyday affairs affecting the lives of those who live in this city. (Applause.)

The Fifth Avenue Association has always been behind our Police Department in its endeavor to improve conditions in this city. Scarcely ever do we go before the Board of Estimate and Apportionment, presided over by His Honor, the Mayor, seeking funds for this or that improvement or development in our department but that we always have the Fifth Avenue Association solidly behind us. Well, I want to tell you a little secret. The Mayor, I think, received from me this morning, or will tomorrow morning, a request for a very modest sum for the extension of the lighting system throughout the city—that lighting system that was first installed for the regulation of traffic on Fifth Avenue. I am asking him for the very modest little sum of a million and a quarter! (Laughter.) I hope the Mayor has it on his person when we get down there, and that he will promptly turn it over to us, because we do need these facilities for further regulation of traffic in this city.

The Chairman of this dinner—I know he has very little time to give us today—has been good enough to ask me to announce some of the distinguished police officials from other parts of the world who are seated at this table. There are many others seated at the other tables just before me, because there wasn't room for all here, but I will just introduce briefly some of them who are seated at this table. I see down here at the end of the table Mr. Vasa Lazarevich, who comes here as the representative of the

great Police Department of the Capital City of Jugo-Slavia, Belgrade. (Applause.)

Next Mr. A. D. Smith, Chief Constable of the City of Glasgow, who comes to take part in this Conference, and just alongside of him I see a very small fellow who doesn't look like a policeman at all, Mr. James Mitchell, the head of the Police Department of Sydney, Australia. (Applause.)

Just alongside of him I see the very efficient Assistant Police Commissioner of the City of Rio de Janeiro, Dr. Carlos Arroxellas Galvao. (Applause.)

Next I see Mr. Cortlandt Starnes, Commissioner of the Royal Canadian Mounted Police. (Applause.)

Next to Mr. Starnes we have Mr. Shinzo Uno, who comes here as the representative of the great Police Department of the City of Tokio. (Applause.)

The gentleman alongside of Mr. Uno is the head of the Scientific Police School of the City of Rome, Dr. Salvatore Ottolenghi, one of the most distinguished policemen in the world, and next alongside of him is Mr. F. E. Louwage, who comes here representing the Police Department of the City of Brussels. (Applause.)

Next to Mr. Louwage you will see Mr. Louis Lacambre, who comes here as the representative of the Police Department of the City of Paris. (Applause.)

The Police grow big over in Great Britain and out in Australia and you will see alongside of our friend Mr. Franklin Simon, whom most of you know well, Sir Robert Peacock, Chief Constable of the City of Manchester. (Applause.)

Next, dressed in a very natty uniform, is the very distinguished man that comes to us from a country that has produced more New York policeman than all other countries combined. He is not only the head of that very efficient new organization, the latest and perhaps finest thing of its kind in the world—the Civic Guard of the Irish Free State, but he is also the head of the Irish National Army. He is a most distinguished and efficient officer. General E. O'Duffy of Dublin! (Applause.)

Here on my left is one of the world famous policemen, the President of the Police Department of the City of Vienna; first by Imperial decree prior to the break down of the Imperial Government, and afterward for a time he was the Prime Minister of the Republic of Austria, and now once more President of the Police Department of the City of Vienna, Mr. Johann Schober. (Applause.)

Next to Mr. Schober is seated a very distinguished police officer from the capital of the Great Republic just south of us. This is the first time Mexico has been represented at our International Police Conferences, but I hope it will not be the last time. Colonel Don Martin Barcenas, the Chief of the Police Department of Mexico City. (Applause.)

Next to our friend Colonel McKay, is representative of the Police Department of the City of Berlin, the Honorable Hermann Emil Kuenzer, of the Berlin Police Department. (Applause.)

Next to Mr. Kuenzer is the distinguished representative of that great police department and great country in South America, the representative of Argentine, and of the Buenos Aires Police Department, the Honorable Alfredo Horton Fernandez. (Applause.)

Just beyond Mr. Fernandez is the representative of the Police Department of the City of Hong Kong, China, Mr. E. D. Wolfe. (Applause.)

Next beyond, I see the representative of the Police Department of Norway, Mr. Anton Eriksen, of the City of Bergen. (Applause.)

Next in line is Mr. Stefan Chelmicki the representative and Chief Inspector of the Police Department of the Republic of Poland. (Applause.)

Next is Mr. Kazmer Vay, Chief of Police of the City of Budapest, the Capital City of Hungary. (Applause.)

At the end of the table is the representative of the Police Department of the City of Teheran in Persia. He and his associate traveled three hundred miles across the desert on short notice to be present at this Conference—Chief Abdollah Bahrani and Lt. Col. Abdollah Seif, of the Police Department of Persia. (Applause.)

I am asked by the Chairman of the Conference to introduce for a very brief talk, three of the foreign chiefs who have been presented here at this table. I have the honor first to introduce to you the distinguished Head of the Police Department of Vienna, Dr. Johann Schober. (Applause.)

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DR. JOHANN SCHÖBER: Mr. Toastmaster, Ladies and Gentlemen: The delegate of the Republic of Austria on this International Conference is much honored at the service given to him and the opportunity afforded to address you and say a few words concerning the utility of the International Police coöperation for economic prosperity and the public welfare of each country which has a part in this coöperation of police authorities.

It would be false to believe that the police authorities ought to be confined to their own towns and their own country. International criminals would then have the benefit, and the damage done by international criminals would become enormously increased.

Therefore, it is the best idea of the leading police officers throughout the world to meet year by year and discuss the situation of criminality and its defence and take advantage of inventions and possibilities offered to make use of the same for preventing crimes and suppressing international criminals.

Therefore we all thank our honored President, Commissioner Enright, for convoking this International Conference. At the same time will you permit me as the Austrian delegate to state that I am happy to have an opportunity to thank the United States and the inhabitants of this grand city of New York for all the acts of kindness and humanity they have bestowed upon us in bygone times, and to express also my satisfaction at this time that the situation is much better in Austria, and I do not come again to ask for new acts of humanity, but only to thank you and express the gratitude that comes out of our hearts, and to convey the most heartfelt wishes of the Austrian Republic, and especially of the City of Vienna to the mighty United States and to the City of New York. (Applause.)

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COMMISSIONER ENRIGHT: I have the pleasure of introducing to you the distinguished head of the Civic Guard of Ireland, General O'Duffy.

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GENERAL O'DUFFY: Mr. Chairman, Ladies and Gentlemen: I consider it a very great honor, indeed, to be called upon to say a few words on this great occasion. I cannot look upon myself as a foreigner because, although I am only twenty-four hours in your great City, I am sure I have shaken over 1,000 hands.

Some of these people are natives of Ireland and the others are associates of that country, whose sons and daughters have done so much in establishing and developing this great Republic of the west, and incidentally in establishing and developing Fifth Avenue.

I don't want to say very much now as I know the time is very limited. I have only to say that, speaking on behalf of the Irish people, we heartily reciprocate your kindness and I can promise you that if any of you should visit our country that we will extend to you a warm and kind hospitality, something like the hospitality that we extended to your distinguished citizens, Colonel Walter Scott and Commissioner MacDonald, who honored us with their presence last year.

I can say to you, too, that if any of you should happen to feel thirsty when over there, you have only to consult a policeman and he will tell you where to get a little White Rock (Laughter.)

I thank you very much and I wish to say that I am very grateful to the Fifth Avenue Association. Fifth Avenue is not unknown over in Ireland, and it will be my pleasant duty when I go back to tell my fellow countrymen the kindness extended to me on this occasion.

I thank you very much, ladies and gentlemen. (Applause.)

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COMMISSIONER ENRIGHT: I want to introduce for a few words, one more speaker, Colonel Don Martin Barcenas, of the City of Mexico. (Applause.)

**COLONEL DON MARTIN BARCENAS:** Mr. Chairman, Ladies and Gentlemen: I had the intention to speak to you through an interpreter; because I want to save you from the annoyance, I will try to speak to you in your own language.

In my country when we hear an American speaking in the Spanish language, even if they do not speak it correctly, we take it as a proof of sympathy and in trying to speak to you in your own language I want to express my sympathy for you.

I will be very brief for two reasons—first because I couldn't say very much in the English language, and second, because the time is very short.

In the first place, I want to express my gratitude to the Fifth Avenue Association for the invitation that has been extended to me as a member of the International Police Conference, and I want to add that if every street in New York had an association like the Fifth Avenue Association, New York would be a much greater city than it already is.

In concluding, there are two compliments that I have in my heart for the Fifth Avenue Association, and I also have a little complaint to make against this Association.

I notice in this list a name that don't sound so very familiar to me. That is Mrs. Barcenas. I am not married. Since the day I got into New York I have been sending to my sweetheart a copy of all the papers regarding this Conference and I will now have to cut it out of this seating list, because if she gets this list over there, maybe something will happen to me when I get back.

I thank you. (Applause.)

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**TOASTMASTER TARBELL:** Gentlemen, we have a Deputy Police Commissioner here from the Hudson Bay territory that was overlooked and the Commissioner thinks that we ought to give him two minutes to render an account of himself. Mr. Bob Hall! (Applause.)

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(Mr. Bob Hall then delivered a humorous poem)

## ADJOURNMENT

WEDNESDAY, MAY 13, 1925

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FIFTH SESSION — AFTERNOON

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The meeting convened at 2.30 o'clock, President Enright presiding.

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PRESIDENT ENRIGHT: The first topic for consideration this afternoon will be Traffic. The first speaker will be Deputy Chief Inspector William A. Coleman, of the Traffic Division of the City of New York. The topic will be "The Desirability of Establishing the Fundamentals of Police Viewpoint in Regard to Traffic Regulation." (Applause.)

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MR. WILLIAM A. COLEMAN: Mr. President and Gentlemen: I appreciate the honor and welcome the opportunity to address the representatives of Police Departments who have assembled at this Conference from all parts of the world, and to discuss with them the great traffic problem we have in this city.

The traffic question is not confined to New York City alone; it has become a subject of world-wide discussion, and it is of particular interest to those among you, who, like myself, are especially charged with the control and regulation of this important work.

I do not wish to bore you with statistics, but in order to picture to you the tremendous proposition with which the Traffic Division of the Police Department of this city is daily confronted, it is necessary to give you some figures, which I will do as briefly as possible.

Between the hours of 7 A. M. and 7 P. M. 27,000 vehicles pass the corner of Fifth Avenue and 42d Street; the peak of traffic at this point is reached between 10 and 11 A. M., when 2,800 vehicles pass this point.

30,000 vehicles pass the corner of Park Avenue and 59th Street during the period from 7 A. M. to 7 P. M. The peak of traffic at this point is between 5 and 6 P. M., when over 4,000 vehicles pass there.

37,000 vehicles pass the corner of 72d Street and Broadway between the same period, an average of 3,800 per hour.

New York State leads all other States in registration of motor vehicles with a grand total of 1,438,774. Of this number in New York City alone the total registered this year was 430,842.

It may also interest you to know that 2,849,000 persons and 223,450 vehicles enter the Borough of Manhattan, south of 59th Street, during a period of twenty-four hours.

Of the pedestrians it is estimated that 1,352,500 come from the Bronx, Westchester and other points north; 1,116,900 come from Brooklyn and Queens, and 341,000 come from New Jersey.

Of the vehicles it is estimated 132,800 come from the Bronx and points north; 56,900 come from Brooklyn and Queens, and 30,400 come from New Jersey.

Our most difficult traffic problem in the City of New York is physical. The Borough of Manhattan, an island fourteen miles long and two miles wide at its widest point, has not grown any larger, but the population has become more and more congested. Each year more vehicles are being added to the already overburdened roadways. There are more east and west bound streets than south and north bound avenues, and yet, with the exception of Lafayette and Varick Streets, we are using the same roadway space that was in use forty years ago when I was a schoolboy in this city, and every vehicle of that period, whether it was used for the transportation of passengers or for the carting of merchandise from one end of the city to the other, was horse-drawn. The motor vehicle was unknown, and the officials in charge of the city at that time never dreamed that these same streets would be required to accommodate the huge growth in population and vehicular traffic that you find in the streets of our city today.

In order to overcome the lack of foresight on the part of our forefathers, we must develop new arterial routes in the Borough of Manhattan paralleling the existing avenues; we must extend certain avenues further downtown; other streets and avenues must be widened and existing obstructions, which narrow the roadway and cause congestion on many of our streets and avenues, must be removed.

Much thought and study has been given to all these needed improvements by members of the Police Department, as well as by public-spirited citizens, engineers and civic associations and traffic experts in other lines of business, who are devoting much valuable time and thought to this all-important subject and who are making valuable suggestions for the improvement of traffic conditions from time to time.

Many of the suggestions and plans submitted for traffic relief by these civic organizations and scientific men, if put into effect, will do much to relieve, if not entirely solve, this great problem. However, the work to be done is of such magnitude and the expenses connected therewith so great that relief from this source cannot be expected for many, many years to come.

In the meantime the Police Department of this city must diligently apply itself with the means at hand to the relief of this complicated situation, and this we are doing by daily observation



of traffic conditions throughout the city, made by experienced and practical policemen, upon whose recommendation we are putting into effect traffic regulations, enforced by our splendid organization, which give immediate relief and prove most effective in facilitating the orderly movement of the enormous traffic load our streets are daily carrying.

Since the last meeting of the International Police Conference, held in this city in May, 1923, we have adopted many new rules designed to improve traffic conditions and to permit of the full and unobstructed use of our streets and avenues.

The most necessary and the most helpful of these new regulations is the "No Parking" rule. This is most important for the reason that many motorists are in the habit of leaving their automobiles in our streets for hours at a time, thereby delaying the delivery of merchandise and causing business losses estimated at millions of dollars to the merchants of this city. They have also proven a great obstruction in case of fire, for, being locked, they greatly hampered the progress of fire apparatus and the work of the firemen. The parking of cars in the congested streets of this city is now limited to one hour and this regulation is strictly enforced. A special squad of picked men are assigned to enforce the "No Parking" regulation and they serve from sixty to eighty summonses a day for violation of this regulation. In spite of our vigilance and activity, there are still many of our citizens who continue to violate this regulation and to park or permit their cars to be parked in our congested streets for periods ranging from four to five hours at a time. In public parking spaces automobiles are permitted to park for two hours.

In the not distant future the parking of cars on any of the streets below 59th Street will have to be prohibited entirely. Business houses will have to follow the example of Franklin Simon and Company, of this city, who have arranged a system by which a chauffeur employed by the store, takes the customer's car to one of the company's own garages and brings it back when wanted by the customer.

Another concern on Fifth Avenue, McMillans, have provided in the rear of their building a space for the storing of their private cars and the loading and unloading of their trucks.

This is evidence of the fact that some of our business concerns realize that the time is near at hand when such a drastic parking regulation will be in effect.

The "No Cruising" regulation was adopted to remedy a condition caused by the large increase in the number of taxicabs operating in this city. Under this regulation taxicabs are not permitted to cruise on Fifth Avenue and Broadway during certain hours of the day. The licensing and control of taxicabs has recently been placed in the hands of the Police Department, and regulations governing their movement to the benefit of traffic and with justice to owners and operators concerned are now being prepared.

Then we have the "Skip Stop" regulation. This applies to the operation of street surface cars and omnibuses. Under this regulation street cars and omnibuses skip the odd numbered streets and stop only at the even numbered streets.

The "one-way street" regulation is in operation on all streets below 59th Street; on even numbered streets the traffic goes east and on odd numbered streets, west. This regulation has been extended to other Boroughs of the Greater City. It is a most helpful regulation, not only in relieving traffic congestion, but more particularly to the pedestrians who, when crossing one-way streets, know that they have only to look one way for approaching vehicles.

Many other changes have been put into effect in this city during the past year, tending to better distribution of traffic. The changes made have been of great benefit to the merchants of this city and the safety of pedestrians and at the same time has resulted in accelerating traffic at least 40 per cent.

We are now giving a great deal of attention to the adoption of directional signs recommended by the International Police Conference in May, 1923; that is, the use of the arrow as a basis for all signs. While the recommendation permits the printing of an arrow on a rectangular or other shaped board, in my opinion the best results will be obtained if we confine ourselves to the use of the arrow itself.

I have found from personal observation that a disc or other shaped sign with an arrow painted thereon, or on which instructions are printed, are practically useless; they cannot be read at a distance and are absolutely useless at night, whereas the outline of the arrow stands out, is quickly recognized and there is no mistaking its meaning.

Signs of any shape containing much reading matter are not practical, whether they be placed in the roadway, attached to trees, posts, etc., therefore only signs should be used the shape of which in itself will be the most helpful guide to the motorists.

Within the next few weeks all disc signs will be removed from the streets of this city and replaced with the arrow shaped signs, which is best adapted for directional purposes. For instance, placed on electric light poles in one-way streets it cannot have any other meaning than that traffic should move in the direction of the arrow and no further instructions are necessary.

At detours, pointed right or left, it plainly indicates which way to turn.

An arrow with a diamond shaped plate means two things, that commercial traffic or heavy trucks are prohibited from using that thoroughfare.

An arrow pointed downward means "Stop."

An arrow with a circular disc, pointed upward, placed in the vicinity of schools, churches, courts, hospitals and in congested streets, means caution, drive slowly.

Then we have the danger signs for railroad crossings, dangerous crossings, dangerous hills, sharp curve to right or left.

At present we are continuing to print brief instructions on the arrows, but it is believed that after a short time even this will be unnecessary.

The type of signs used should be reduced to the smallest possible number, so that their meaning may be more easily understood and remembered. While there were twelve different types of arrow signs adopted at the Conference, there are really only two or three of the number of arrows mentioned that will be in daily use in this city with which it will be necessary for the public to familiarize themselves. The one-way street sign is so well known that there is no need of explanation, and so with the keep left and right sign. The other signs may be unfamiliar for a while, but they will be quickly understood.

The use of the arrow sign should become universal so that no matter in what part of the world a motorist may travel, the directional sign will have the same meaning to him, whether he be traveling in Europe or in the United States. This would eliminate a lot of unnecessary confusion now encountered when traveling from one State to another, or from one country to another. It will be a great factor in reducing accidents and insuring safety for pedestrians.

This also applies to the use of lights in the control of traffic. Since the traffic light control system was adopted in New York City we have used the following lights in the control of traffic:

Yellow light—north and south bound traffic moves.

Red light—moving traffic stops.

Green light—east and west bound traffic moves.

The use of these lights caused some confusion and was the subject of much criticism. This matter was the subject of much study on the part of those concerned, and it was finally decided to adopt a new system of light control, that is, Red for Stop, and Green for Go. This system was put into effect on April 27th, 1925, and has met with universal approval. I recommend that this system be adopted as the standard traffic light control system throughout the United States and other countries where a traffic light control system is now in operation or about to be installed.

The traffic light control system is being extended and within the next two months it will be put into operation on First and Seventh Avenue, and Varick Street in the Borough of Manhattan, and it is confidently expected that within a year or two this system will be in operation on all important thoroughfares in the Five Boroughs of Greater New York.

This system will be operated under the master and unified control system, that is, one patrolman, if necessary, will be able to operate the traffic light control system on an entire avenue or several avenues from any pole of the system, so that traffic on all

avenues and side streets in the zone operated by this one patrolman will move simultaneously.

The saving of man power under this system will be enormous and shall overcome any objection to the expense incurred by the extension of this method of traffic control.

The master control system is now in operation on Broadway, in the Borough of Manhattan, from Rector Street to 86th Street, and is controlled by four master control points as follows:

At Canal Street—Controlling all lights from Rector to 18th Street, a distance of two miles.

At 23d Street—Controlling all lights from 18th to 42d Street.

At 45th Street—Controlling all lights from 42d to 72d Street.

At 72d Street—Controlling all lights from 72d to 86th Street.

In years gone by the drivers and operators of vehicles believed that the roadways belonged to them exclusively and that feeling still exists in the minds of some drivers today.

The pedestrian has the first right on the roadway as well as on the sidewalk, and all the new regulations promulgated from time to time are prepared with the safety of the pedestrian primarily in view.

It is conceded that many of our citizens are wilfully negligent in their movement in and about the streets of the city, nevertheless no city can declare that its traffic problem has been solved until it has been made possible for pedestrian traffic to move about freely, without a feeling of nervous apprehension and be able to cross and recross our streets safely with the exercise of reasonable care.

While the members of the Traffic Division are doing wonderful work in the control and regulation of traffic, yet great credit and praise must be given to the coöperation this Division is receiving in the Traffic Court of this city. The assistance we have received in the past from Chief Magistrate William McAdoo, and Magistrates Frederick B. House and W. Bruce Cobb, is beyond measure and has instilled a feeling in the hearts of the members of the Traffic Division that in their efforts to improve traffic conditions they have the hearty support of these officials. It is a great pleasure to extend at this time many thanks and appreciation for the coöperation given to the Traffic Division by the Traffic Court.

You, undoubtedly, have your own difficulties in regulating the flow of traffic in the various cities which you have the honor of representing at this Conference, and there is no doubt that it will be to our mutual interest if from time to time during the Conference we take advantage of this opportunity to discuss our trials and difficulties and probably aid one another in solving them.

I thank you for your attention and trust that it will be my good fortune to meet you again at the next Conference.

There are numerous important matters in connection with motor vehicles of all kinds now being discussed by your traffic committee which will later be made the subject of a report to be submitted to this Convention. (Applause.)

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PRESIDENT ENRIGHT: The Chair is pleased to call upon Chief of Police Jennings, of Toledo, for an extension of this subject. Chief Jennings. (Applause.)

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CHIEF JENNINGS: Mr. President and Members of the International Police Conference: There is only one thing I wish to talk about in reference to traffic, and I'd like to bring that to the attention of the cities under 100,000. I think the majority of the men here are from cities of less than the size of the city I represent, and I'd like to ask you to study the traffic situation and some of the work the Traffic Committee is doing here at this Convention and carry it home and try to put it into effect in your cities.

Now, the City of New York, with the enormous number of men and the streets they have to take care of, handles its traffic situation a great deal different than we of the smaller cities. The city I represent has 300,000 people, and 65,000 automobiles were registered there this year, not counting the trucks. The traffic conditions in the downtown section of the city are in terrible shape. We are attempting to get a large amount of money to handle it with a lighting system, and up to date we have been unable to do that. But we are situated the same as the other small cities. We expect man power to handle the traffic situation. We cannot afford electric equipment. Therefore our Traffic Department is undermanned, and we have a large number of law violations. We attempt by a tag system and otherwise to take care of the situation.

But the one thing we try to teach in our city is courteous treatment to the person who passes through traveling over the country. That is one thing I would like to call to the attention of the chiefs of smaller towns. It is possible to teach the police officers to be courteous to travelers or motorists who travel over the country so you may better advertise your city; so people may speak of your city as one in which they receive fair treatment. I hear a great many complaints about my city in reference to the way the police officers treat the public as they pass through. It is unjust to the public for a police officer to act in that manner. He is there to do his duty, as he is paid for it by the taxpayers, and in that way advertise the city, and as head of that department I expect them to do that.

If universal city regulations as the International Police Conference is attempting to put before the people is carried out, we will have universal traffic ordinances all over the country, in the United States at least, and it is up to us to study the traffic situation and the traffic laws that are discussed here at this meeting, and if possible I'd like to have each and every one read the laws and try

to put them into effect in their cities, especially in the Middle West. If we adopt the system as stated here by this Conference, it will do away with a great many other things that we now have, and I think it will be well worth it. I think the automobile tourists will realize that the police departments in the cities are trying to make life a little better for them, and trying to make travel much easier.

I, for one, expect to put in a system; we have now sub-stations in the outskirts of the city, and every one of those will be used for tourist information. Any tourist traveling through our city can stop at one of those sub-stations and be given the information he wants, and they will show him the best roads out of the city toward his destination.

I believe if that is done by the different police departments in this part of the country, and in other parts of the country also, it will do a great deal to create better feeling from the public toward the police officers.

That is all I have to say. I thank you! (Applause.)

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PRESIDENT ENRIGHT: The next speaker I will call on is Chief Goodhue, of Quincy, who will talk on this subject. Chief Goodhue. (Applause.)

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CHIEF GOODHUE: Mr. President and Members of the Conference: Last night through the corrected or amended program of this Conference, I learned that I was to speak on "Traffic." I have always felt that was a subject that could be better handled by the authorities of larger cities. Since hearing the first speaker, and particularly since listening to his figures, I have become sure of that.

However, although I am representing a much smaller city, I can give you some idea of our troubles when I say that we are practically the neck of the bottle to the famous South Shore and cape towns. There are 20,000 automobiles that pass a certain square in that neck, particularly on Sundays, in one hour. It gives me great pleasure at this time to extend to you the greetings of my city of Quincy from His Honor, Mayor Barber. We are this year celebrating the three hundredth anniversary of the settlement of Quincy, which began with the world-famed little trading post at Merrymount. Our city boasts of having given the nation two presidents, John Adams and John Quincy Adams, and not only their birthplace, but also the birthplace of John Hancock, the first signer of the Declaration of Independence. We extend to you all an invitation to visit with us next month, when will be held the formal exercises, including the pageant, which we are prone to believe to be unsurpassed in the history of pageantry in this country.

I will try to discuss with you a matter which I have long felt is of paramount importance to us all; yet I am also mindful of the fact that it is perhaps equally as unpopular as a subject

**for discussion.** It is a thought, I hope, toward assisting the efforts of authorities in prevention of careless and reckless operation of motor vehicles, thereby eliminating to an extent the slaughter of pedestrians in the streets. To forget or neglect any attempt to minimize our efforts, I believe, would be allowing ourselves to become a party to such accidents; indeed, I say that we would be unconsciously drifting toward participation in the slaughter. It is a rough and uncharitable expression, but, gentlemen, we must face the cold, hard facts of truth. From year to year we study the appalling figures which give the accident and death records caused by automobiles. It is as staggering to you gentlemen from other states as it is to us in Massachusetts. In Massachusetts we are backed up in any good effort toward correction and are encouraged by that able and courageous official, Frank A. Goodwin, Registrar of Motor Vehicles. We are also backed up by good laws; so are you.

Gentlemen, in many places we are being dragged down to the unpleasant position where we can be called "fixers," and the cause for it is that it is altogether too common a practice to temporarily make ourselves good fellows by crossing off the court or prosecution list certain names of those with "pull" or of friends. The result is that this offender becomes a repeater, while the fellow without the pull goes to court and pays a just penalty which the law has provided. Many of us are perhaps guilty, but I assure you that if at any moment we saw a child pulled from beneath the wheels of these vehicles, crippled and torn, we would say that the law must stand for all.

It seems needless for me to speak further to have this matter properly discussed. In closing I simply say this—who can object to ending this practice by taking a united stand, after once seeing an innocent, prattling child carried, maimed and injured, to the loving arms of its mother, or perhaps witness the sad end of a fatal accident and hear that last gasping cry, so dreaded by all? If you have been such a witness you will favor proper action being taken now—now when we are all together, to at least give our views toward any improvement, or suggestions for safer highways.

The Traffic Committee is now in session, and I hope, gentlemen, you will give the matter consideration to the extent that it will be given further discussion.

Mr. President and Members of the Conference, I thank you! (Applause.)

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PRESIDENT ENRIGHT: The next speaker will be Chief of Police Goodwin, of Nashua. He will address you on the subject of "Traffic." Chief Goodwin. (Applause.)

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CHIEF GOODWIN: Mr. President and Members of the Convention: I see I am listed to speak on "Traffic." I listened with great interest to the former speakers discuss conditions in their cities, and it graduates down until it comes to the city which I

represent on the borders of Massachusetts at the entrance to New Hampshire, the City of Nashua, with a population of about 30,000 inhabitants.

As stated by the former speakers, the large cities have their difficulties, and the small cities have theirs. We had the luck during the last year—we are known as the gateway to New Hampshire, where the traffic passes in heavily during the tourist season of the year to the north, to the White Mountains and to the west to Vermont—and I consider it very lucky that we only had one death by automobile. That is so unusual it was taken up by the Boston papers.

The conditions under which we work are slightly different from other cities. We have one straight boulevard through the city. We have no parallel streets, which many cities are fortunate enough to have.

The thing I thought over in my mind when I was informed I was to address the Convention was that this Conference has adopted the arrow system, which I understand is one of the best moves this Conference has ever made. But I also think that, in addition, it would be well for the Conference to consider the matter of the other things which should be universally recognized. Of course, in local conditions we all know what is expected of us by the local authorities, but when we travel to strange places and strange cities, they have different markings and different signs, and as the speaker from here in New York said, those signs cannot be read. It is recognized that they are hard to read, and the ordinary motorist does not read them. For illustration, the motorist passing through one city is expected to blow his horn at certain points, at crossing intersections, and in other places they are not expected to.

Therefore, if we could have a symbol or system of symbols which would be readily recognized by every person traveling and have it adopted so the moment a person sees a signal or a symbol on a post or tree approaching an intersection he knows what to do to take the proper precaution, it would help a lot.

Another thing, while the laws are generally governed through the state legislature as to speed, and cannot be controlled by the cities and towns, yet a stranger passing through the city does not know just what is expected of him there, and another symbol could be used for the speed. When you come onto a highway, you could have small symbols with the numbers on showing the speed allowed, as they have adopted on the highways leading to Montreal. The sign indicates the maximum speed which a motorist can run with safety and not run into the law.

Therefore I believe it would be well for this Conference to consider a system of that kind whereby motorists could tell just what the maximum speed should be and which is allowed, and it would be of great advantage.

I realize that I am from a small city, and would rather be a listener than an instructor in this matter, and I feel I ought to



give way to some of those who are in large cities and know more about the traffic situation throughout the country than I do.

I thank you! (Applause.)

**PRESIDENT ENRIGHT:** We are very glad to hear from Chiefs Goodhue and Goodwin and get their views on traffic. At former Conferences we have listened mostly to members of the Conference who came from the larger cities. We find, however, that some of the smaller cities of the country have their own problems, and they are just as acute in proportion to their population, and perhaps more so, than the problems of the larger cities. So we have, at this Conference, asked a few men who come from the smaller cities of the country to give us their ideas on traffic.

The next speaker will be Superintendent of Police Rutledge, of Detroit. The City of Detroit probably has one of the most difficult traffic problems to be found anywhere in the world. It is the center of many of the great automobile manufacturing establishments. A large proportion of the automobiles of this country are manufactured and marketed through Detroit. I presume Detroit has more automobiles in proportion to its population than any other city in the United States. I take great pleasure in introducing to you Chief of Police Rutledge. (Applause.)

**CHIEF RUTLEDGE:** Mr. President and Members of the International Police Conference: It is indeed a great privilege to be at this discussion of the very important subject, "Traffic." I did not expect to be called upon, but will endeavor to say a few words in relation to the matter.

As our President has stated, we have a very difficult problem in Detroit. One reason is the geographical layout of our streets, they being somewhat in the shape of a fan or half a wheel, the streets running in every direction from the center. We also have a larger number of automobiles, I believe, in proportion to our population, than even New York City. I heard the Deputy Chief Inspector say there were somewhat over a million, or one million five hundred thousand automobiles registered in this city. While we are only one-sixth as large as the City of New York, we have one-fourth as many automobiles.

President Enright mentioned—I believe it was at last night's session—that there should be some way for police departments to save the time both of the courts and of policemen in court. In Detroit we organized something along that line. We created what we call a Violation Bureau. Violators of various traffic ordinances are served with complaints by our policemen and are required to report at this Violation Bureau within twenty-four hours, and there pay a fee commensurate with the offense committed—from \$1 to \$10. Since this bureau was organized and we have served such notices, violators have reported to this bureau and have paid \$265,000. This is since last August. We feel that the operation of this bureau is somewhat in the nature of an education, and we also feel, as I believe every chief does, that an educational policy is the only system that will solve the traffic problem.

The education of the driver and the pedestrian is the big problem. What we saw on the first day of the convention in this city is one of the most wonderful things in the direction of education that could be advocated, that was the great Safety Parade that you had here.

We have a safety parade each year in Detroit, and prizes are offered for the most impressive floats. On these occasions thousands of people are taught the result of reckless driving and walking, and there is no question concerning their effect.

It was indeed refreshing to hear Chief Goodwin, of Nashua, say that only one person was killed in his city. I wish we could say that, but unfortunately last year 289 people were killed in Detroit due to street traffic accidents. But this year, however, we can say we are improving. We are just a little bit under that ratio today.

I would prefer to listen to further discussion on this matter than to talk. I am not, as I said in the beginning, prepared, nor was I expected to be called upon. There is just one thing I would say in closing—that while this Conference adopted by resolution or recommendation of the Traffic Committee two or three years ago, certain hand signals to be given by policemen, it is rather discouraging in traveling about the country to notice that so many Chiefs of Police have failed to adopt the signals as suggested and adopted by this Conference. If they would be just a little more interested in putting in effect the resolutions adopted, it would help considerably. Then persons driving from one city to another would not become confused, as they do under the present conditions.

There are hundreds of cities represented here, and there is no reason why this could not be done. You know as well as I do that the signal, no matter how small, should be the same in different cities. Detroit adopted the signals of the New York Police Department when we first organized our Traffic Department, and we have endeavored to follow New York in the direction of traffic regulations ever since then. I would like to ask the President, or any one here, what advantage there is, if any, in eliminating the intermediary light. I notice you formerly had three lights in directing traffic on Fifth Avenue and now you have two. We adopted the regulations of New York many years ago; I believe every other city ought to also—the signals and all—and if the intermediary light is useless, then why should we not all discontinue its use? I would like to hear something on that subject.

I thank you! (Applause.)

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PRESIDENT ENRIGHT: I want to say to Chief Rutledge that at the last Conference held in New York City the question of the three lights was taken up. If you will remember, it was discussed here at considerable length, and it was finally decided that only two lights should be used. I think, however, the first notices that went out of the results of the Conference showed through some

error that the reverse was adopted, that we had decided in favor of three lights, but the record shows they decided in favor of two.

We have been waiting for some time to put it into operation here. First of all, we had erected those magnificent towers on Fifth Avenue that had three lights, and as those were erected by the Fifth Avenue Association we had a little difficulty in arranging for the change. But it was the consensus of opinion of all motorists, so far as we could learn, that three lights were confusing, and that two lights were more simple, and that two lights were used more universally. Therefore we decided there was no need for three lights, that one to stop and the other to go was sufficient, and the other light, which was merely used as a preparatory light, could well be eliminated, because the interval between the changing of the lights answered that purpose.

So I think that was the principal reason—first, to follow the order of the Conference; secondly, because we found out that this was more agreeable to motorists, and we have had nothing but praise since we made the change, from the press and the public generally.

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MR. RUTLEDGE: Mr. President, do you get my point? I should like to request the committee to bring about the same regulation all over the country as you are using in New York. I have wondered since arriving here whether the amber light as an intermediary of preparatory light is any good and whether it should be used at all. I should be willing to eliminate it, but I don't want to eliminate it unless that were made universal or general.

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PRESIDENT ENRIGHT: It was decided at the Conference that it was useless and, as I said, we have tried here without it now for about a month or more with general satisfaction. We haven't heard anybody complain and we have had any amount of commendation for what we have done. I shall ask the Traffic Committee to make that clear in its report and we will so publish it.

I should like to ask if there is any general discussion on this subject. We should like very much to have other Chiefs of Police from around the world give their views on this subject.

I wonder if Mr. Fernandez or Mr. Etcheverry have anything to say on this subject, or some of the chiefs from Europe or some other place. We should be glad to have their views and their experience.

Would someone like to discuss this subject before we send it to the Committee?

Mr. Belanger!

I should like to introduce to you Mr. Pierre Belanger, Superintendent of Police, Montreal, Canada, who will extend the discussion on the subject of traffic.

**MR. P. BELANGER:** Mr. Chairman and Members of the Conference: Before I start to speak on traffic, I wish to thank you, Mr. Chairman, in the name of the Police Conference for the kind invitation to the City of Montreal to send here again a delegate to attend your world-wide Conference, and this delegate is your humble servant.

I was here in 1922, 1923, and I am here again in 1925. Gentlemen, let me tell you I have been deriving great benefits from these Conferences for my own city.

I am not going to speak much on the subject of traffic. It has been ably and well explained by Inspector Coleman and other speakers and there is very little for me to say.

I am in charge of the Police Department in a city of 900,000 people, and we have in the city of Montreal 60,000 automobiles, and besides we have traffic coming from all directions, including the tourists from the United States.

This traffic business is the greatest problem for every city, especially the larger cities. Our forefathers never thought that we would need wider streets when they built the different cities. The land was so cheap at that time that they could have made wider streets and we would certainly have made good use of them today. But at that time nobody ever thought of automobiles. If they were to come back today and see the traffic we have to put up with, I think they would change their minds and wish they had made larger streets.

However, we have to put up with existing conditions. We have in Montreal narrow streets and we have tried to make traffic by-laws to try and regulate this traffic.

We have drafted one by-law, and that was about a year ago. We have had meetings, about fifty of them, about this traffic by-law, but it hasn't been put through the City Council because we don't know yet where we are at. We know that our Traffic by-law won't be of any use in a couple of years from now.

We are making one-way roads—no parking on certain streets, and still conditions are getting worse and worse. They are talking now about having elevated railways for tram cars, but I don't know if it will ever come to that, at least not for some years to come.

Traffic, as I said, is the greatest problem we have. Ten years ago we had twenty-five men on traffic duty on crossings, giving signals. Today we have one hundred and thirty-five men and we haven't half enough.

Gentlemen, if the number of automobiles keep on increasing every year, we don't know what we will do, nor how we can manage the traffic in the streets. It is a big puzzle, but we have to do it and in the meantime we do the best we can.

We are trying to teach our Constables in the streets to be very polite to any one who breaks the traffic laws. If I am aware

of any man talking back on the crossings, I call him down and change him from that traffic corner and put him back on the beat. I want every policeman to be polite. They are not there to argue with the public—they are there to help them to go through the streets.

Gentlemen, I don't want to take much of your time. I didn't know I was going to be called on to say anything on traffic. I saw my name on the list and it doesn't matter much what I speak about at this Conference, you will find out that I am not much of a speaker.

But I am not speaking in my own language. At the same time I am trying to do the best I can and if I go too far I may get mixed up like the man one day—it was his birthday—who was going to be presented with a nice pipe.

His friends got together and said, "We will buy our friend a nice pipe."

So they got one of their members and said, "You make the presentation."

He said, "I can't speak."

"Well," they said, "do the best you can. Someone has to make the presentation and why not you as well as anybody else?"

He said, "All right, I am going to try."

When it came time to make the presentation they brought this friend in front of him and he was surrounded by his other friends and he started to congratulate this fellow.

He said, "You did nice work"—and then he was stuck. He started to think, but he didn't know what to say, so he said, "Here is your gol darned pipe, now beat it." (Laughter and applause.)

So, if I speak much longer, I think I might have to say something to that effect, which I don't want to do.

I want to apologize to everyone here and, Mr. Chairman, you know I never miss one of your Conferences and if I am alive in the future I hope to come back again.

I wish to thank you in the name of Mrs. Belanger and all my friends in Canada for the great hospitality that we are receiving in New York City from your own Department and from all the citizens of New York. I thank you. (Applause.)

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PRESIDENT ENRIGHT: I hope we will all be here to welcome Chief Belanger when he comes here to the Conference a hundred years from now. (Applause.)

Sir Robert Peacock, Chief Constable of the City of Manchester, England, will now address you on the subject of "Traffic."

**SIR ROBERT PEACOCK:** Mr. President and Gentlemen: It is not my intention to occupy more than a very few minutes. I am not on the list of speakers this afternoon.

The question of traffic, Mr. President, is one that appeals to the Chief Officers of the Police in England, as well as America, and also I suppose to all other countries. The traffic problem has been before various Conferences in England and we have had various reports and papers read on the subject. As far as the traffic signals are concerned, we had a representative conference about three years ago, and we had present at that Conference all the Chief Officers of numerous cities; we also had the officials of the Motor Car Union and also representatives from the Home Office, and I am pleased to say that as far as England is concerned, we agreed on a uniform system of signals, and this small book was issued by the Secretary of State for England, and these signals are now carried out uniformly throughout England. Every motorist is allowed, when he takes out his license, to have this book for one penny, and they say that there have been over two million copies circulated throughout England, so that for the first time we have a uniform system as far as England is concerned.

I don't say that the system is perfect, because there are always local conditions enough to be applied in every case, but for general use, these signals have been found very beneficial indeed.

Now, the City that I represent is a very large industrial center, and the traffic problem has been acute for many years. I may say that in 1914 I visited this City of New York, and at that time I came here for the purpose of studying the traffic problem as far as Manchester was concerned. I may say, Mr. President, on that occasion I received some very valuable suggestions from New York. I published this volume, which I am not going to read to you, but there are many pages devoted to New York, and I should like to take this opportunity of thanking the authorities of New York for the assistance I got on that occasion, which has been very beneficial to me, and I have no doubt that I shall again receive many suggestions from this country.

I may say, Mr. President, I have had the pleasure this morning, with your permission, of going around with one of your lieutenants to again inspect your traffic system, and I should like to compliment you on what I have seen; there is at this time a great improvement over what I saw here eleven years ago.

When I go back I have no doubt I shall be able to make suggestions for helping our own system.

I thank you for giving me this opportunity of saying these few disjointed words. The traffic problem is a big one as you know gentlemen; the motor cars are very much on the increase. The Motor Car Act only came into force in England in 1903. There wasn't a single motor car licensed at that time. We have in Manchester alone 50,000 vehicles licensed. Therefore, this shows you the large number of vehicles on the streets today as compared with twenty-five years ago. I think police officers will have to progress

with the times, and will have to deal with this problem, and I am quite sure that if we only get the benefit we ought from this Conference, every gentleman present will go back to his own country very much benefited. I thank you, Mr. President. (Applause.)

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PRESIDENT ENRIGHT: I should like every member of the Conference who has brought with him any literature respecting any phase of Police work, including traffic, to leave it with us if he will, whether it is in pamphlet form or book form, or any other way. After the Conference has adjourned, we will try and have it assimilated and made into a compendium on police work which we will be pleased to issue to every member of the Conference. There are no doubt a lot of things in many of these pamphlets and books which we will not be able to discuss here, but which, however, will be of value and assistance to every Police Department around the world.

Chief Constable Mr. Godfrey, of England, asked to be excused from discussion of this subject for the present.

I should like now to call upon Mr. H. W. Slauson, who has come here for the purpose of discussing a new plan for traffic laws. This seems to fit into this subject very well, and we will be pleased to hear from Mr. Slauson now if he is ready.

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MR. H. W. SLAUSON: Mr. President and Gentlemen of the Conference: As the first civilian to appear before you this afternoon, I almost feel like saying "not guilty," but it is with a great deal of pleasure that I welcome this opportunity to present to you gentlemen of the Conference, traffic experts all, for your discussion, criticism and comment, a plan which I believe could be made to go far toward increasing motor vehicle traffic efficiency and reducing accidents, increasing safety of driving. I **promise** you that I will keep this discussion within thirteen or fourteen minutes, and consequently will read a few paragraphs to you.

One of the greatest problems presented to you gentlemen is the proper curbing of the wilfully careless driver. The one well nigh universal remedy has been to limit his speed; but here you are confronted with two problems—what is a safe speed, and how can infractions of this safe speed limit be determined?

The usual procedure has been to designate certain arbitrary rates of travel—varying in amount in accordance with traffic congestion—and to enforce these intermittently, spasmodically, or as conditions will permit by means of highly-trained motorcycle mounted police officers provided with regularly tested speedometers, and the combination of aggressiveness, nerve and diplomacy necessary to issue a summons to the innocence-maintaining, or argumentative citizen who believes, or pretends to believe, that he is being persecuted by official authority.

But these methods of enforcement cannot be applied to congested streets and short blocks, where a momentary spurt of speed from the modern car of high accelerating ability will cause more danger or actual damage within a few feet, than can be prevented

by all of the speed laws in the world. This necessary provision of most speed laws prescribing a minimum distance in which the offender must exceed the speed limit in order to be found guilty, together with the ever increasing use of open back cars, combined with effective and hard-working rearview mirrors, make too often the spirit of the speed law incapable of enforcement, with the result that probably not one per cent of speed law violators are apprehended, and those who are apprehended on the open stretches of highway are usually those who are paying attention to the road ahead, and who are not continually looking backward or glancing into the rearview mirror in order to observe the approach of the enforcement officer.

But probably the most serious flaw in this method of enforcement and apprehension of speed law violators lies in its ineffectiveness during freezing, snowing or rainy weather, when speed violations are many times as dangerous as when the roads are dry and traction between wheels and surface at its maximum. I know of several men living approximately twenty-five miles from the center of the city who state that their average running time between home and office is one hour in dry weather, and is forty-five minutes in wet or slippery weather when they know the cops are not out on their motorcycles. Here is the law practically entirely inoperative just at the time when safety demands that it should be most efficient.

But why is speed dangerous? Simply because the car will travel farther before it can be brought to a complete stop, but it is really the stopping distance that determines the safety of the control of a car. It makes but little difference how fast or how slow a car is proceeding if it can only be stopped in time, and while other conditions being equal, the stopping ability varies as the square of the speed, the use of two or four wheel brakes, prevailing weather conditions, such as wet or dry pavement and whether we are traveling up hill or down, effect the stopping ability to an even greater extent—and yet we try to enforce the same speed limit under all of the greatly varying conditions. A car traveling uphill at twenty-five miles an hour can be stopped within a few feet, even without the application of the brakes, merely because the unalterable law of gravity helps to bring it to rest; but the same car traveling downhill at the same speed might require ten or twenty times the distance to come to a complete stop, especially if the road surface is wet, and the tires are worn smooth. Does not the present speed law rather defeat its own ends to call the driver of the first car as guilty of "speeding" as the one in the second instance?

It is, of course, manifestly impossible to employ one speed limit for dry highways, another for hills, another for slippery conditions, a fourth for smooth tires, a fifth for cars equipped with chains and so on—and yet each one of these conditions vitally effects the danger attendant upon car travel at a given speed. Therefore, why not combine all of these varied conditions into the one easily-measured factor of stopping distance, and let that be the criterion of driving safety and motor vehicle law violation.



Under such a plan, careless driving would be measured by the prevailing conditions contributing to danger, and every factor affecting safety would automatically be taken into account. Are the roads slippery? The brakes inadequate, or is the driver nervous? The speed must be slower to compensate for the longer time required to stop.

The Short Stop Plan, therefore, calls first for the substitution or supplementing of the speed laws by one prescribing certain specific distances in which a vehicle must be brought to a stop in case of danger or upon a test signal given by a duly authorized officer. Thus we might divide a city into seventy-five foot, fifty foot and thirty foot zones, instead of into the twenty-five, the twenty and the fifteen mile per hour speed limit districts now in use. This would mean, for example, that in the first or outlying zone, no vehicle should be driven at such a speed that it could not be brought to a dead stop within the specified distance of say, seventy-five feet under the conditions then prevailing.

The enforcement of such provisions is comparatively easy. No highly-trained motorcycle force will be necessary, although in outlying districts their work may be supplementary to apprehend those offenders who fail to heed the signal to stop. Any duly authorized member of the police or constabulary, whenever he sees a car which he believes to be driven recklessly, may step to the curb and by upraised hand, blast of his whistle, or other signal to attract the attention of the motorist, may require him to stop as quickly as possible. A piece of chalk used on the curb-stone may mark the position of the car at the time that the signal was given, and the distance between this mark and the stopping point of the car may be measured easily. Here is a definite, specific figure of law violation or of innocence of careless driving susceptible of positive proof, and not open to quibbling of speedometer accuracy, or belief as to its momentary speed reading. The driver cannot complain that he was not prepared for the signal, for it would be given no more quickly than a child could dart from the sidewalk or other possibility of accident occur without notification. No excuse would be valid as to inability to stop within the specified distance because of the slippery condition of the road, for right there is a condition which would make speed reduction necessary to maintain the same safety of driving.

A doorway, parked vehicle or other object could obscure the view of the enforcement officer until time for him to give the signal, and thus the offending driver could not use his eyes to warn him of the danger of apprehension. To make the point at which the signal was given absolutely positive and certain, an electric signal could be concealed in the roadway at certain points, and made to operate automatically when the car passes that position, whenever the officer in charge throws the operating switch. This means, however, would probably be better for installation on country highways, offering no opportunities for the concealment of the enforcement officer.

It has been suggested that a definite mark could be made at the point at which the signal was given, by means of a toy pistol,

which could discharge chalk, white lead or a similar substance, which would leave an easily-distinguished mark on the roadway at the time that the signal would be given. The critical point, however, is the position occupied by the car at the time that the signal was given, and not the position of the officer himself.

There are four factors that enter largely into the conditions effecting the distance in which a car may be brought to a complete stop. The most important of these is speed, but of almost equal value are the physical condition of the tires and roadway—largely effected by weather conditions and the mental condition of the driver.

This latter factor of mental condition of the driver determines the time required for him to react to the necessity for a stop. He must first hear or see the signal, or the possibility of accident, and then transfer his foot from the accelerator to the brake pedal. Through accurate tests, the United States Bureau of Standards at Washington, has determined that the ordinary driver requires somewhat over one-half second to hear a signal which he is expecting, to translate that into an order to stop, and to make the necessary physical movement of his foot. Thus, at thirty miles an hour, approximately twenty-two feet will have been covered after the signal to stop has been given, before the driver can begin to apply the brakes. This is a factor which we must always reckon with when determining motoring safety. The other established factor is the stopping ability of two wheel brakes in good condition, when used on dry pavement.

Taking these items into consideration, therefore, a fair translation of speed in miles per hour into stopping distances would be as follows:

Speed in miles per hour		Stopping distance in feet	
	Brakes	Reaction	
15	20	11	30
20	37	15	50
25	57	19	75
30 (and higher) 83.3		22	150

In presenting this plan in the effort to increase motoring safety and efficiency, in increasing the efficiency of the means of apprehension of the careless drivers, I realize that there are many practical details which would need serious consideration. The difficulties involved, however, would not seem so great as those at present necessary to enforce the existing system of speed laws, and which laws, by themselves alone, do not furnish fair criteria of care or recklessness in car operation. (Applause.)

This discussion by Mr. H. W. Slauson, of a new plan for traffic laws is a matter taken up by the Scientific American, which they hope may receive some consideration from this Conference and become a part of the record of the Conference.

I will call upon Superintendent of Police Morgan Collins, of the city of Chicago, for a discussion under this topic, Traffic. (Applause.)

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MR. COLLINS: Mr. President and Gentlemen of the Conference: You must not expect too much from me. I am a police man and have been a policeman for a great many years, and I am going to make my address as short as it is possible for me to do and convey the message that I have to convey to you.

In Chicago we have an organization of 4,800 patrolmen, 600 sergeants, 150 lieutenants, 40 captains, 3 deputy superintendents, and 1 superintendent of police. They are the active members of the police force. We have in addition to that, police matrons, police women, stenographers, clerks, and other employees going to make up a total of very nearly 6,000. It costs our city \$15,000,000 a year to pay this force. Our city has approximately 210 square miles of territory to cover.

Unfortunately, all of the police activities are not handled by the municipal government. We have within the municipality many park jurisdictions. In fact, all of our parks and boulevards are under separate boards and policed by persons employed by these jurisdictions. I would say that there are approximately 600 policemen employed by the different park systems.

In the city, exclusive of the park and boulevard system, we have 500 men assigned to traffic duty permanently. At some times during the day we probably have more than 500 others supplementing the work of the original 500 men on traffic duty. These men take up their positions at street intersections adjoining the different school houses before the convening of school and at the dismissal of school.

The Safety Parade viewed in your city the other day taught indeed a severe lesson. It is appalling the number of accidents happening in this country every year, and the number of fatalities caused by these accidents. We are endeavoring at the present time in the city of Chicago to institute a system of Stop and Go lights similar to those in operation on Fifth Avenue in New York. Nearly all of our boulevards are so equipped, but we expect, within the next month or two, to install lights regulating the movement of traffic in our loop or business sections of the city of Chicago. A survey was made by expert engineers, and they decided to install a coördinated system rather than a synchronized system. You noticed on the floats of the parade the other day many children lying in cots, the victims of automobile accidents. Two-thirds of our accidents occur at street intersections where the people have a right to cross the street, and that right is superior to the right of the man in the vehicle.

One-half or more of the accidents occasioned in the city of Chicago, and I take it for granted that that would be true in other large cities, is occasioned by speed. It is foolish for us to waste our time quibbling over motor vehicle laws that test the capability of the driver, that determine the ability of the operator to stop

his machine within a certain prescribed distance, when we overlook the fact that we are driving too fast.

Let me relate a little experience in Chicago last year. I realized that our list of fatal accidents was altogether too great, the accidents were too numerous, and in seeking around for some remedy for this great number of fatal accidents, I thought that we would first of all endeavor to make all of our motorists comply with the statute law. The statute law provides that in cities the maximum rate of speed shall be twenty miles an hour, and that in closely built up and congested sections, fifteen miles an hour, and where it was very congested, ten miles an hour. The law reads that if a person exceeds these speed limits it is *prima facie* evidence that he has operated his machine in a manner that endangers the life and person of others.

Preparatory to our campaign, we had announced in the local papers that every one who operated his motor vehicle on the streets of the city of Chicago faster than the speed limits allowed by the State law would be promptly arrested. We also stated that on the eighth day of June this order would go into effect. The motorist, almost to a man, reduced their speed on our streets to not to exceed twenty miles an hour. I am safe in saying that our automobile accidents fell fully 60 to 70 per cent. in the first week of that campaign. Some of the more venturesome motorists went on at the old rate, or faster than the speed allowed by the State law, and were promptly arrested. It is unfortunate that the police officer has the power of arrest only in so far as the efficiency of Police Departments is concerned. Our trouble started when we landed in Court. Attorneys and some of our Municipal Court judges immediately announced that the speed laws were not twenty miles an hour, that it was merely *prima facie* evidence that a man was driving in a wreckless manner if he exceeded twenty miles an hour and of course they would not take into consideration that he was driving in a wreckless manner unless he knocked somebody down and killed somebody, and of course it would be unnecessary for us to bring him into Court on a charge of speeding, because we would have a more serious charge to put against him.

The motorists soon learned that we were powerless to continue enforcing this speed limit, and this is what happened—for the thirty days prior to the eighth day of July, on the streets of the city of Chicago, 60 people were killed. For the thirty days following the eighth day of July, our fatalities were but 28. But efficacy of our drive was lost. One of our judges was greatly incensed to find 60 or 70 people brought into his court one morning for violating the speed law, and he announced, before hearing a word of evidence, before listening to the police officers that made the arrest, "Every person charged with violating the speed laws, but going thirty miles an hour or less, is hereby discharged." Immediately 50 or 60 people walked out of the courtroom.

In commenting upon it to a newspaper reporter he felt that he had been favored with the motor vehicle clubs, and stated that

he had made 25,000 votes by his decision that morning. Unfortunately for that judge, he should have continued that for ten mornings, because in the fall of that year he was defeated for re-election by about 250,000 votes.

Our motorists thought it was immaterial how fast they were going, if they could stand up before one of our municipal court judges and tell him that there was nobody on the street and they were not endangering the lives or persons of others, and that it was an imposition to bring them in to answer for the charge.

Very few of our forty municipal courts judges sided with the police, and the work of our campaign was lost. However, in the aggregate for the year, we showed that we were approximately seventy short on what we killed on our streets of Chicago the year before.

Chicago's problem is no different from the problem in New York City, or the problem in Boston. We are going too fast everywhere. The person crossing the street intersection—and I wish to say that I stated here a while ago, that in analyzing the accident reports, we found that two-thirds of the accidents happened at street intersections. A man, woman or child walking along the street over the intersection sees no vehicle in sight, but immediately upon stepping out two or three feet from the cross-walk on to the intersection, some fellow turns around the corner at twenty or twenty-five miles, and if he doesn't hit you and kill you, he scares you to death.

Until all of the law enforcing agencies get together on the proposition of speed of automobiles, I am afraid that our awful death rate is going to continue.

A prominent attorney in Chicago who handled accident cases exclusively told me that 90 per cent. of the cases he was called upon to prosecute were occasioned by speed. He said that when the machine bore down upon the victim the operator of the machine was unable to control it and the accident occurred.

I know my talk is not a popular one with persons who like to ride in automobiles and persons who are operating automobiles and automobile clubs, but nevertheless until we get down to a sane and sensible way of handling our machines on our streets and highways, we are going to suffer as we have been suffering, and I am quite sure that our people will not stand this imposition much longer.

I thank you, Mr. President and Gentlemen of the Conference.  
(Applause.)

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PRESIDENT ENRIGHT: I will now introduce to you Chief Constable Smith of Glasgow, who will discuss the question of traffic.

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CHIEF CONSTABLE SMITH: Mr. President and Gentlemen: In the first place, Mr. President, I wish to express on my own behalf

and on behalf of the Glasgow Corporation our great thanks to you for your extreme kindness in inviting me to this important Police Conference. I can assure you I appreciate very much the opportunity of visiting New York and the opportunity of attending this important Conference and hearing such valuable information on police matters.

I think most of you who know Glasgow will admit that we are a very progressive city. Perhaps some of you don't know Scotland (I believe there are some who don't), but that is your loss. (Applause.)

We are a very shy people, and I was just beginning to congratulate myself that the eagle eye of the President had passed over my name and that I was going to sit in contentment and listen to the various speeches that were made, but he managed to see me, and here I am.

You will note that my friend, Sir Robert Peacock, spoke to a great extent with regard to the conditions prevailing in England. Of course all Englishmen look upon themselves as being very superior to Scotchmen, and I can assure you that all Scotchmen look upon themselves as being very superior to Englishmen. (Laughter and applause.)

Perhaps there is something in the records of the Scotchmen that Sir Robert Peacock doesn't forget when he forgets to mention Scotchmen.

There was a certain king of Scotland who eventually became king of England. You know in Scotland we have very rough roads and we require very good footwear. Those boots are locally called brogues.

When the king had been in London for some time he began to feel the want of a solid footwear, and he sent a message back to Scotland asking the Scotchmen to send him forty pairs of brogues. The message was misunderstood and forty pairs of rogues were dispatched to London. The king got to know about this when they had reached Yorkshire and they were stopped there and settled down where Sir Robert Peacock now rules, and he has never forgiven us for that. (Applause.)

Gentlemen, as I have said, we are a very progressive people. I think there is no corporation in Britain who sends more heads of departments to America than the Corporation of the City of Glasgow. Although we are second to none, yet we like to see what others are doing and steal a little of their brains. But I don't think we can be found fault with for that.

At the present time the Gas Manager is touring the States to see what information he can steal, and now I am touring the States to see what information I can steal.

We are finding great difficulty in our city with regard to traffic. Lately I had the great pleasure along with a deputy of my council in visiting the various large cities in England to see

what information we could steal there. We visited Sir Robert and Sir Robert attended to us very well. That is one fortunate consideration, that you should be well attended.

We visited other cities, but we arrived back in Glasgow with this opinion—that every city has its own traffic problems.

I listened with great pleasure and with great interest to Mr. Coleman and, after he finished, I came to the conclusion that the same problems exist here, only on a very large scale.

In Glasgow—of course you all know Glasgow is a very ancient city, and the old city has very narrow streets. During the past twenty or thirty years the city has extended considerably and embraced all the small boroughs within a radius of perhaps fifteen or twenty miles, and the population now is 2,500,000 people.

Of course we are a money-making people, and we like to make as much money as we possibly can, and the corporation, in order to convey the people to their places of business, increased the number of tram cars.

Now, gentlemen, you can understand that in a street thirty feet broad, with two lines of trams, there is very little room for other traffic. But to widen these streets, of course, would cost a considerable amount of money, and so we have to make the best of a bad joke.

Some time ago I issued a report—reports as a rule are not very interesting except to the person who writes them (laughter and applause)—and my report was printed and issued to the members of the corporation, and they said it was a fine thing to read before going to sleep.

However, my suggestion was this, that in the congested areas, which is the old city, the tram cars should be removed. Well, being a money-loving people, they couldn't see eye to eye with me, but as time went on they began to think about it. Of course we are very careful. We like to think a long time before we give an opinion, and after a considerable amount of thought they decided that there was a good deal in what I said, but they couldn't see their way just then to do what I asked, and they are giving it consideration yet.

But I am quite sure in time, gentlemen, they will see eye to eye with me and the tramway cars will be removed from the central area of the city, just the same as they are in London. That will be absolutely necessary. Of course there is a great amount of capital involved and I quite appreciate the point of view; but to help matters I introduced a plan among the force. We have great difficulty there with horse vehicles. All along the lines these drivers of horse vehicles have decided that the crown of the street belongs to them, and you know when a Scotchman takes a matter in hand, or gets an idea into his head, it is very hard to remove that idea. I had to introduce these men in order to educate the horse vehicle drivers that their place was at the

side of the street and that the motorists should take the center of the street.

Well, some of my friends—of course we members of the police force are open to a great amount of criticism, but we like it and we are pretty thick skinned and we can stand it—and they thought I had made a great mistake and I was a very foolish person to suggest anything of the kind, and they couldn't see the sense in paying for a fellow to sit on the top of a horse.

That was six months ago, and the week before I came away, without a single vote against the proposal, the corporation decided to adopt the mounted men permanently because of the amount of good they were doing in the relieving of congestion.

We have a great amount of trouble just now with busses. We have busses coming in from every small borough within a radius of sixty miles, and they also are congesting the streets to a great extent. But at the present time a committee has been appointed to consider the matter of regulating the bus traffic and I have a proposal before that committee which I expect will be adopted—namely, to keep the busses out of the congested areas by specifying routes by which they may approach the city and by which they may leave, and so far as possible to keep off the tramway rail.

Our difficulty in Scotland, of course, is that we have to go before the sheriff and get confirmation of any by-laws before they become a law, and any person can go before the sheriff and give his views—and it depends upon the weight of the evidence—as to whether or not the by-law becomes a law.

Gentlemen, I don't want to take up the time of the meeting by telling you what we are doing in Glasgow, but Mr. Slauson referred to a speed limit.

Under the Motor Car Act, of course, in Britain we have a speed limit, and that speed limit is twenty miles per hour, and in the congested portions of the city it depends entirely on the circumstances as to the speed by which a car will come. But we have the same difficulties as Mr. Collins of Chicago has with regard to cases coming into court. We may think we have a very successful case, but when we are opposed and have a very alert lawyer, sometimes it is very difficult to prove, and that of course is not good from the point of view of the law.

I think, gentlemen, that I have said about enough. I thank you for the very kind way in which you have listened to me, a very humble Scotchman. (Applause.)

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PRESIDENT ENRIGHT: Chief Constable Smith nobly upholds the Scotch tradition with respect to everything worth while, but we are obliged here to complain a little bit that Scotland is going back apparently to some extent, for we notice in the last few years that the quality as well as the quantity of the usquabaugh is going back some.



I am sure you will be very much interested in hearing a talk from Mr. Marcus Dow, the manager of our Police Department of Public Safety. By public safety, I mean the saving of human lives in the streets of our city and saving people from being injured.

This gentlemen, to a considerable degree, was responsible for the magnificent parade that you saw on Fifth Avenue last Monday. Under the direction of his Chief, Special Deputy Commissioner Collier, he has brought the division of Public Safety up to a very high standard and has accomplished some very wonderful results.

Prior to coming to us a little more than a few years ago, he was the safety expert of the New York Central Railroad, and as such, his achievements were quite notable in safety in so far as that great railway line was concerned. We are fortunate, indeed to have Commissioner Collier with us and very fortunate that he has brought into our service this very efficient man. I take great pleasure in introducing to you Mr. Marcus Dow.

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MR. MARCUS DOW: Mr. President and Members of the International Police Conference. I consider it a very great privilege and an honor to speak to you for a few moments this afternoon on the very important subject of public safety.

It seems to me from my experience in safety work, covering a number of years, that any effort to cut down accidents in a community must be brought about by a combination of law enforcement and of education.

In other words, we have traffic laws that are made to preserve the lives of both the pedestrians and motorists and we have our traffic signals that are devised for that same purpose. But if we are going to get the best and the most widespread observance of both the traffic signals and the traffic laws, then the great majority of people of the community must be made to realize the importance of those laws and regulations as far as they pertain to their own personal safety.

In other words, the public conscience must be awakened and a spirit of coöperation brought about on the part of the thinking people of the community that will cause them to eliminate from their own personal habits those practices that people commonly indulge in which contribute to the accidents and death and injury on the streets and highways of our community.

There are two very important elements entering into any accident prevention campaign. One we might term the mechanical element, which would include the installation of mechanical safety devices and signals. The other element is the human element.

Not long ago my attention was called to a case of an employee in a certain factory who went to step out of a doorway onto a track upon which an engine was moving back and forth, conveying material from one part of the plant to another. He was struck

and seriously injured. He depended upon an electric bell to warn him of the approaching engine. But on this occasion it failed to ring. It was a mechanical device which got out of order, as those things sometimes do. The point here is that a man should not depend entirely upon a mechanical device to save his life. If the simple precaution of looking to the left and right had been taken before he stepped upon that track, it would have saved the life of that man. He had not been educated to think of his personal safety.

The object of a public safety campaign such as we are conducting here in the City of New York, is to augment the work of our splendid traffic division of the Police Department and to teach the people of this great community to think of personal safety, and by their own coöperation, eliminate those unsafe habits and practices, which contribute to the great slaughter in our streets.

My experience has been that it is just as important to educate the pedestrians as it is to educate the motorist. We have to teach the people who use the streets on foot that we are living in a new era, that we are living in the age of the motor vehicle, and therefore it is necessary for the pedestrians, as well as the motorists, to adapt themselves to present day conditions. Chief Collins referred to the fact that in Chicago but one-third of the pedestrians were killed while crossing streets away from crossings. Here in New York we have had quite a different experience, and I don't know the reason why, but our statistics show that last year out of approximately 570 pedestrians who were struck and killed by motor vehicles while crossing streets, there were only 170 of them who met their death while crossing streets at the intersections, and that the other two-thirds of the total were struck while crossing away from the crossing.

We all know that the great majority of pedestrians use the street intersections to cross a street, and yet, in spite of that fact here in New York last year, we find that the majority of the fatalities occurred not on the crossings where most of the people cross, but away from the crossings.

There are several reasons why that condition exists. In the first place, the average motorist will instinctively use greater care when driving his car over a street intersection. He does that because he desires to preserve himself from a collision with a motor vehicle crossing the intersecting street. Then, too, the pedestrian who crosses the street in the middle of the block frequently steps out from behind some car that is parked alongside of the curb before he has a chance to see what is coming and before the driver of the approaching car has had an opportunity to see him. That is one of the points that we have emphasized in our educational campaign. Out here in the lobby you will find an exhibit of this Bureau, and you will see there a number of the safety posters that have been used in our monthly safety poster campaign during the past two years, in our endeavor to educate not only the motorist, but pedestrian public. You will

also have handed to you by the attendant at that booth the report of Special Deputy Commissioner Collier covering the work of this Bureau for the year 1924. I want to call your particular attention to just one item of our safety educational campaign that I think will prove to you the value and the efficacy of a widespread and constructive campaign to educate the people of a great metropolis like the City of New York. In the month of January, 1924, we got out what we called a school children's safety pledge. This pledge was gotten up very much in the character of a graduation diploma, so that it would have a dignified appearance and appeal to the children as something that was valuable and worth while. Above a perforated line was a certificate, certifying that the child had signed this pledge jointly with its parent or guardian, and on the back of the certificate were four very important and fundamental safety rules to be observed by the child as well as by the parent or guardian if this pledge were properly observed. With the coöperation of the Board of Education, during the month of January, 1924, we secured two and one-half million signatures to this safety pledge in the City of New York. Now what was the result? In the month of December, just preceding this drive, 100 persons were killed by vehicles in the streets of the City of New York. In the month of January, when the drive was on, only 88 persons were killed, and in the month of February, following the drive, only 64 persons were killed.

You may say, perhaps, that that was coincidental, but in the month of November, of the same year, we put on another drive for the signatures to a motor driver's safety pledge. The pledge was gotten up in very much the same way, with a certificate above the perforated line, and bearing the seal of the Police Department and the signatures of our Police Commissioner and of Special Deputy Commissioner Collier. The motorist who signed that pledge promised faithfully that he would obey all traffic regulations, that he would watch out for children and pedestrians, and that he would drive carefully at all times to the ends that the great sacrifice of human life upon the streets of our progressive city would be stopped, and the streets of the city made safe for all people. During the first week of this drive, with the coöperation of the Superintendents of garages and commercial houses, we procured signatures to a great many of these. During the second week of the drive, with the coöperation of the entire uniformed force of the New York Police Department, those cars which did not display upon the windshield the certificate of the Police Department, signifying that the pledge had been signed, were stopped by police officers and the driver requested to sign this pledge in the interest of public safety, and during the month of November we obtained in that manner approximately 400,000 signatures to this driver's pledge. What was the result? Compare this with the result that was obtained in the previous drive in January when the school children's pledge was signed. In the month of October preceding the motorist pledge drive, 110 persons were killed by motor vehicles in the streets of New York. In the month of November, when the drive

was on, only 88 persons were killed, and in the month of December, following the drive, only 63 persons were killed; almost identically the same result was obtained in both of those concentrated efforts to educate the people of this city.

Our work in general has brought about a reduction in fatalities by motor vehicles in the streets of this City. Last year we had an increase of 60,000 motor vehicles registered in New York, but in spite of that great increase in the registration of motor vehicles, we had 29 fewer persons killed by motor vehicles, and on the basis of the number of persons killed per 10,000 vehicles, we find that our effort in public safety in this city last year resulted in the saving of 234 human lives. But, of all of these wonderful achievements, to my mind there is nothing so inspiring, nothing more magnificent, nothing more compelling in its appeal to the human heart than the fact that this campaign of ours in the year 1923 resulted in the saving of the lives of 105 innocent children under sixteen years of age. One hundred and five children were saved, saved to live, to grow to maturity, and to serve their fellowmen and their country as it was intended that they should live and serve. And this is the result, my friends, of a concentrated, well-organized, well-thought-out and effectively carried on safety campaign by the Bureau of Public Safety under the direction of Commissioner Collier, a Bureau which was organized because of the foresight of our Police Commissioner, Richard E. Enright. I thank you. (Applause.)

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COLONEL GEORGE W. LEWIS (Chief of Insular Police, San Juan, Porto Rico): It is indeed encouraging to note that press and public, as well as those officials of the Government who are constantly engaged in a close range study of the matter, have recently shown renewed interest in traffic control. I consider this as significant as desirable, because, even though neither of the elements mentioned should possess a radical remedy, still it is through one that the other must be exhorted, and in the end the public, and only the public, can solve its traffic puzzle.

First, I should like to submit proof that there is no magic for the situation. The remedy for our traffic sickness, when we find it, will be a compound of many carefully analyzed ingredients. A specific number of automobiles can pass through a given street at a given speed, within a certain time, but such an operation is rendered impossible if all try to pass through at once. Of such things, Selfishness and Greed are the world old instigators. We are seeking the means of reducing these two monsters to such proportions that they will no longer be a menace to life, limb and property.

But the foregoing are only two, and not necessarily new causes of the traffic riddle perplexing us. Let us appraise from the purely physical standpoint, keeping in mind that the majority of our streets are no wider now than they were as late as 1920.

For the fiscal year 1920-1921, 6,956 motor vehicles were licensed in Porto Rico. Between July, 1924, and March 30, 1925, licenses were issued for 11,247 motor vehicles. It will therefore be seen that the volume of traffic in the Island has doubled in five years. Also the population is denser—131 persons for each automobile and the police force at present consists of but seventy odd more patrolmen today than it had in 1920.

During the fiscal year 1920-1921, automobile accidents on the Island totaled 660. Forty-two persons were killed and 539 were injured. During 1923-1924, there were 1,838 accidents as a result of which 66 persons were killed and 1,169 were injured. By comparing these figures for the entire Island with the following table dealing with the municipality of San Juan, it will be noted that, while the number of accidents on the Island was considerably more numerous, in proportion to the volume of traffic in 1924 than in 1920, yet this is not the case as regards San Juan, where the number of accidents appears approximately to have doubled in number since 1920, quite in the same degree as the volume of traffic has increased. Corrective measures, punishments, and increased police vigilance in the municipality doubtless contributed to making San Juan a slightly saner place to live in than the interior of the Island. The figures for San Juan follow:

FISCAL YEAR NUMBER OF ACCIDENTS	
1920-1921 .....	447
1921-1922 .....	392
1922-1923 .....	436
1923-1924 .....	935
1924-March 10, 1925.....	865

From observation and experience, we know that the traffic Juggernaut exists and thrives as a direct result of a certain collective state of mind. If we eliminate those who disregard the traffic laws because of drunkenness, mental incompetency, and the like, we inevitably bring up with that public menace known as the chauffeur, who thinks only of himself, the embodiment of human selfishness, the egotist absolute. His thought is indeed exclusively of himself, but in endangering the lives of others, he necessarily endangers himself.

The writer has on many occasions been amazed to note that some of the worst violators of the traffic law have been citizens of good reputation and social standing; but no man can be a good citizen and do that which may result in the taking of a human life, or the maiming of his fellowmen, and it is along these lines, I feel, that reforms must be undertaken and vigorously prosecuted.

It cannot be alleged, on the other hand, that the path of the law-abiding chauffeur is one strewn with roses. His Nemesis is the pedestrian who knows no law, heeds no horn, and arrogantly consumes the better part of a minute in crossing the narrowest street.

Again, this Nemesis is found conversing in the middle of the street or carreters, and he moves only after the law-abiding chauffuer has applied his emergency and ground down to a joint-dislocating stop. There is much prejudice against chauffeurs, but not all of them are malicious, some are all that could be desired, all that the law requires, and good citizens should meet these, so to speak, on a fifty-fifty basis. There must be no war between the chauffeur and the pedestrian, and the homicidal state of mind dominating a certain great group of dangerous drivers must be destroyed by public censure, adequate punishments and the highest attainable peak of police watchfulness.

The manual handling of our twelve thousand motor vehicles is the work of the police. For such punishments as discourage outlaw chauffeurs, the police, of course, look to the courts of justice, and to those officials and legally constituted bodies of the Government authorized to impose administrative punishments, and they do not look in vain.

The routing of municipal traffic is naturally in the hands of the municipal officials, and cars are parked by ordinance, not by accident. Some of the things we are trying to do are briefly as follows: To persuade every driver of a motor vehicle to travel at lawful speed, carry the prescribed horns and lights and keep on the right side of the road. It sounds simple, but perhaps no more than five per cent of the twelve thousand drivers consistently do those three things. We are further trying to induce drivers not to stop their cars in the middle of the road or street, for their personal convenience—and the personal inconvenience of scores; not to try to get ahead of a car which is itself in the act of passing around a third car. This blocks traffic and he who blocks traffic isn't fit to possess a chauffeur's license. This brings us to the case of the man who always wants to be first. You may be the first to arrive at the place through which a single car can squeeze, but the Man Who Would Be First is already making a wild drive for the opening—and you apply your emergency. It is the egotist again. If we could eliminate him our lives would be ninety per cent more secure. On a left hand curve he is usually to be found on the left, and to take a right hand curve he swings clean out to the left side of the road before beginning the operation.

Now, as to the remedy for so alarming a condition of things, those who have watched the growth of the traffic columns undoubtedly are aware that the remedy for the malady afflicting it will not be hit upon overnight. Every government organism concerned must contribute its utmost toward the gradual paring down of the threatening avalanche to such size and controlability as will enable its keepers to harness and to hold in check the monster we know by the name of Traffic.

The writer is at present a member of a joint committee, whose purpose is to work out our rapid transit riddle to a definite conclusion. We will go the limit. Please wish us luck.

**PRESIDENT ENRIGHT:** I should like, before we close this discussion, to have a word from our friend and delegate, Dr. Mosle, of Germany. Dr. Mosle is the Traffic Commissioner of Berlin, and will discuss this subject for a few moments. Dr. Mosle. (Applause.)

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**DR. MOSLE:** Mr. President and Gentlemen: In spite of the fact that we in Germany have not as yet the heavy automobile traffic to which other countries are subjected, especially the United States, we nevertheless have a formidable problem to face. This problem is very difficult to solve, inasmuch as—according to my opinion—subways are the only real remedy for relieving the congestion of the streets.

Unfortunately, at present German cities have not the funds to build such subway lines. At this time there are only two German cities, namely Berlin and Hamburg, that have a subway and elevated system. However, the facilities of these lines are so limited that they can only take approximately 12 per cent. of the traveling populace; 88 per cent. of the traveling public have to use surface transportation. It must be borne in mind that the streets in the old cities of Germany are comparatively narrow and very irregular. They may perhaps be compared with those in lower Manhattan. For this reason it is difficult to regulate the traffic in our cities.

Another point to Germany's disadvantage is that our streets not only have to take care of automobiles and pedestrians, but also a large number of horse-drawn vehicles, bicycles, hand-carts, and a great many trolleys. Even if we had the money to replace these trolleys with auto-busses, such a procedure would not solve the problem, as trolleys take care of 42 per cent. of the traveling public in Berlin, and of more in other cities which do not possess elevated or subway lines like Berlin. If this traffic had to be handled by auto-busses, an absolute cessation of traffic in the streets would result, as, on account of the narrow streets, it would be impossible for one car to pass another. This situation would become especially acute at rush hours. These difficulties would become more serious from day to day, as the number of automobiles is steadily increasing and congests the streets without a possibility of taking care of part of the surface traffic by means of subways, the building of which has been delayed by the aforementioned reasons. In looking for an alleviation of this serious traffic problem we turn to the large cities in the United States, which cities had to face similar difficulties and have splendidly solved them. I am convinced that there is no better solution to our problem than to learn by your experience.

When I had the pleasure of attending the Motor Transport Congress in Detroit last year, I had the good fortune to spend some days in New York and Chicago, and, thanks to your kindness, Commissioner Enright, and through the kindness of Special Deputy Police Commissioner Dr. Harriss, and Superintendent of Police Collins of Chicago, I had the opportunity to acquire a

thorough knowledge of the way in which you regulate your traffic. On that occasion the three devices which struck me most forcibly were the traffic towers, the painted white safety lanes, and the plainly visible signs used to indicate, for instance, the traffic direction for the so-called one-way streets.

Upon my return to Germany I tried to introduce these typically American devices to Berlin with the following result: The public instantly enthused over the new method of plainly marking the traffic regulations, but were inclined to regard the safety lanes with humor, as they disappeared so quickly. The first traffic tower in Europe on the Potsdammer Platz has become very popular.

According to the signal system of the German railways, I have adopted the green light for "Go" and the red light for "Stop," and it has been a great pleasure for me to hear that the same signals are now adopted all over the United States. This is the first step toward the standardization of the traffic rules.

One of you gentlemen—I believe it was the President himself—said yesterday, "There are no boundaries for criminals." I wish to use this expression in another sense and say, "Traffic should not recognize boundaries." In Germany quite recently the slogan has been adopted, "Equal traffic rules, regulations, and signals for every city."

It would be contrary to the democratic spirit and to the spirit of self-government of the German Republic to arbitrarily dictate the standardization of the traffic regulations for the entire nation, and it must be borne in mind that every city is confronted with different traffic problems, and must have its own local traffic police. However, this does not exclude a voluntary coöperation, and in Germany we are making very good headway in this regard.

I, for one, hope that the United States will assume the leadership in establishing uniform traffic standardization all over the world.

I thank you! (Applause.)

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PRESIDENT ENRIGHT: I think we have very thoroughly discussed this subject this afternoon. We have received a lot of valuable information and advice and, if there are no objections, I think the time has now arrived when the subject might be referred to the committee, to bring in here at some appropriate time, suitable resolutions carrying our views into effect. Is there a motion to that effect?

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MR. JONES (Atlanta, Ga.): I will make that motion.

(The motion was seconded by Mr. Crowley, of Boston, and carried.)

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MR. MICHAEL H. CROWLEY (Boston, Mass.): In view of the fact that you will not have time to discuss two topics, I wanted



to say that in Massachusetts recently a law was passed by the State Legislature compelling automobile owners to be insured against personal accidents. The Massachusetts delegation are very much interested in knowing whether or not any other states have a similar law, and how it has worked. It is a very important thing, and it may be the means of preventing loss of life.

While the law has been passed in Massachusetts, it has not become effective as yet, and will not perhaps until next year, when the insurance companies get together and decide upon a rate, and so forth. But we feel in Massachusetts that it is a very important step toward the safety problem, and if all owners of automobiles are compelled by law to insure their machines, they are going to be a little careful the way they proceed on the streets.

I wish the President would ask the members if any of the states have similar laws, and with what effect, for the benefit of the Massachusetts delegation.

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PRESIDENT ENRIGHT: Gentlemen, you have heard the inquiry of Chief Crowley, of the City of Boston. He wants to know whether any other states or countries have similar laws to the one recently passed in the State of Massachusetts, to the effect that all owners of automobiles will be compelled to take out insurance to guarantee the person injured against accident.

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SIR ROBERT PEACOCK: As far as Manchester is concerned, at the last session of Parliament we got the power to compel all public vehicles to take out a third insurance, that is, for the third party risk. Therefore we have power now to deal with public vehicles. But that doesn't apply to private motor cars.

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PRESIDENT ENRIGHT: What is the effect?

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SIR ROBERT PEACOCK: It has been put in operation. Every public vehicle now in the City of Manchester has to take out an insurance before it gets its license. Therefore that is a third party risk, so that all parties are now insured.

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PRESIDENT ENRIGHT: Do you think that has served to reduce accidents?

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SIR ROBERT PEACOCK: Certainly, and the difficulty we have had in the past is this: That a person has been injured in a public vehicle, and the man who drives the vehicle is nobody at all, he can't meet the liability. But now he has to take out insurance before he receives his license. He has to take it out with an approved insurance company, so it is the insurance company now who meets the third party risks, and I have no doubt it would be very effective indeed, and if it is effective, no doubt it will be applied to private vehicles as well. But it only applies to public vehicles at the present time.

**PRESIDENT ENRIGHT:** Has any other state or any other country such a law?

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**MR. STRINGFELLOW** (Shreveport, La.): The State of Louisiana has a law that doesn't go quite so far as that. All persons carrying passengers on the highways of Louisiana have an indemnity bond.

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**MR. ELVIN SWARTHOUT** (Mayor, Grand Rapids, Mich.): Such a law was introduced in Michigan before the Legislature this last year.

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**MR. CROWLEY:** Some of the delegates are out now that might have some information.

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**PRESIDENT ENRIGHT:** I will be glad to put it before them at the evening session. Please remind me of it if I should forget.

If there is nothing further the meeting stands adjourned until eight o'clock.

(The meeting adjourned at five-thirty o'clock.)

## ADJOURNMENT

WEDNESDAY, MAY 13, 1925

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SIXTH SESSION — EVENING

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The meeting convened at 8:30, President Enright presiding.

**PRESIDENT ENRIGHT:** We are going to open this, the Third Session today, of the International Police Conference.

The first topic under consideration will be "Facilities for General and Specialized Police Training and Research," and the first speaker under this topic will be Professor Salvatore Ottolenghi, Director of the School of Scientific Police in Rome. Dr. Ottolenghi! (Applause.)

**DR. OTTOLENGHI:** With the most eager enthusiasm, in the name of the Chief of the Italian Police and the Italian Government, whom I have the honor to represent, I am bringing Italy's greetings to this great country and to the valorous officers of the United States and many other countries who are assembled here, to the Presidency of this Conference, to Commissioner Enright, and the local authorities.

Considering this event, I do find that it was inevitable that in this great town, which is among the first in the philanthropical institutions of social therapeutics (assistance to infancy, old age and disoccupation, protection of labor, social assicuration) the Police took the initiative of these periodical meetings of all the world's Police, with the purpose of strengthening the power of the means of defense against delinquency, inspiring itself to the progress of science, justice and humanity.

The aims and proposals projected in your programme as in the programme of the last Conferences gives us a glimpse of the highness and modernity of your views, by remounting, from arguments which concern the more intimate and vital interests of the Police (organization, means of research), to very important arguments of criminal sociology and to the study of crime's causes in order to discover the remedies.

This corresponds exactly to the actual legislative movement of every country. It is the general tendency of all the schools of Penal law to coördinate the function of punishment with the *measures of safety*, which (believed or not to be distinguished from Penal law and pertaining to the so-called criminal politics) must be considered as a *continuation of punishment*.

This theme shall be debated in the next International Congress of Penal Law at Brussels in 1926.

The public safety with the ordinary *preventive measures of Police* coöperates to the prevention of crime, with the application of the *measures of safety*, properly adapted to the individual, shall coöperate with the greatest efficacy to the correction of the delinquent which already expiated part of the punishment.

The consequence of that is the ever more growing importance of the functions of Police for the safety of the state, their new direction and the greater dignity of the Police itself.

I came to Police from medicine and, thanks to the inspiration of my Teacher Cesare Lombroso, since more than twenty-five years I have the honor to coöperate with Police in the didactical functions and judiciary proceedings of every day, and I can point out to you the equivalence of functions of medicine and Police on the ground of hygiene: the former in the chiefly physical, the latter in the chiefly moral hygiene.

As an homage to this union and coördination of work I am prepared to coöperate with you, hoping most sincerely that the proceedings of this conference may have, as those of the other conferences, the greatest results in the interest of the International Police.

The Direction of the International Conference indicated a splendid program which offers a wide argument to deal with: "The diffusion of the scientific method of Research in the Police," developing one of the most important questions of the actual moment, and I chose this theme in order to expose the program with which, in the year 1902, arose and evolved the Italian School of Scientific Police and the annexed services.

Our School and its technical services for signalment, judiciary researches and biographical anthropology, which from it successively took their origin and improvement, has as its aim the diffusion of the rational scientific method in the researches of Police taking in this very important branch of their object a biological direction for the complete knowledge of the delinquent's personality as never the other schools and other countries' services had thought out before.

The scientific knowledge of the delinquent's personality as a basis of the function of Public Safety was to take an enormous importance first of all in our country, where Cesare Lombroso founded the criminal anthropology and revealed the necessity of studying not only the crime but also the criminal, with the purpose of finding the causes of the crime and the means of correction.

For our School the scientific knowledge of personality begins with the personal record, a document which for all the Police of the world is a means for the ascertainment of personal identity but is considered by us as a step for the beginning of the knowledge of the individual personality. From the analysis of the personal marks it is possible to catch sight of the race, of the more or less advanced somatic degeneration, the probable social condition;

from the wrinkles, the mimicry; from the aspect of the body, the force or feebleness, the physical aptitude to work; from the particular marks it is possible to go up again to the knowledge of precious information in important data of the subject's life, which throw the most vivid light to enable us to the knowledge of the psychic personality, and even the behavior of the person during the signalment to be noted down in the record offers precious elements that reveal this psychic personality.

This study, begun with the biological interpretation of the personal record, goes on with the compilation of the "biographic Schedule," which since many years is a very important part of the "personal book," existing in every Police Office, and then with the direct knowledge of the delinquent.

Since 1913 we tried to enclose in the empirical biographic schedule, which was merely a list of crimes and a bill-book for police measures, brief notes on the physical and biographic psychic characters of the subject.

This information was also enclosed in the later edition of 1906, but this part of the schedule remained always as a supplement to the other data, because its importance was not proportionately estimated, while on the contrary its more and more improving influence demonstrated that it is the essential part of the schedule.

Honorable Fedorzoni, actually Secretary of State for Inner Affairs, with the purpose of putting aside every difficulty for the compilation of the schedule according to the new scientific directions which bring to the sure knowledge of the individual danger committed to the Chief of Police, General Director of the Public Safety, Gr. Uff. Crispo Moncada, which is deeply convinced of the necessity of the new scientific direction, the definitive compilation of a biographic schedule which clearly fixes the new function, with the purpose of divulging it in all the administration of the State.

Our school, charged with this task, prepared a real new biographical schedule, which I present to this Conference. The essential part of this schedule is a journal on the delinquent's personality, that is to say, his criminal activity, the most important events of his life, his behavior, heredity, diseases, traumas which reveal the more salient psychic marks, the data taken from the personal record and from the examination of the subject. The other parts contain the data, the administrative and judiciary information, and the last is reserved for the periodical judgments of the police officers on the criminal specialty and more or less great danger as it can be drawn from the data of the foregoing parts.

The essentials of the introduction of the scientific method in every research of the Italian Police has been attained in a very considerable way, even in the branch of the "judiciary investigations."

In the teaching and in the practice of the "researches" in "the scene of crime" we had not only the purpose of divulging the knowledge of the apparatus and of the technical proceedings useful for this research, but the application of the scientific rational method which proceeds with rigorous objective analysis.

We lead in the first place the functionary to the exact observation of places, of their contents of vestiges of crime and delinquents and then to fix, in the surest way, everything observed by him, not only by means of photography and of special reliefs of prints, but before that, by the elaboration of a systematical description, which shall constitute the most important part of the report. This description was by us introduced in the proceedings according to the rules given by Bertillon in his descriptive data, so that the report of our functionary results in a veritable "spoken portrait" of the research on the scene of crime. This report, since the year 1919, improved more and more and constituted the most important of the documents concerning the whole lawsuit, inasmuch as it sets as irrefutable the solution of the most important problems of the nature of the crime, the characters of the delinquent, the circumstances which preceded, accompanied and followed the development of the crime itself, and therefore allows us to distinguish homicide from suicide, from accident, simulation of crime from the crime itself, etc.

The usefulness of such a description is every day demonstrated to us by practice.

The scientific method, in this branch, is continually employed also in the gathering of information.

The severity itself of this method sets the functionary on the way of the application of the notions furnished by anthropopsychology, in order to distinguish in the best way the various informers, to discover the various influences which witness can undergo, to question with method and with the greatest objectivity, accurately observing the reaction of the prisoner, so that it is easy to collect the truth with the most scientific and at the same time humanitarian means. In our school the functionaries learn to question the delinquent also by means of demonstrations made on the delinquent himself. In this manner the work of the functionary consists in a collection of real and very precious data which shall be of the greatest usefulness for the formation of judgments that, for this reason, cannot be deductive consequences of preconceived ideas, of erroneous information, but a very often exact, never contrary to truth and in every case, and this is very important, can be easily verified and shall hence inspire the deepest confidence. (Applause.)

The greatest part of the themes proposed by this International Congress and which we can synthesize in the study of relation between cause and crime, and the methods to be applied with the purpose of reducing the criminal tendencies are very interesting for the welfare of society, and the continuous elevation of the function of police.

I demonstrated, gentlemen, that the General Direction of Public Safety of Italy since more than twenty years has given a remarkable contribution to this branch, by diffusing and applying the scientific methods for attaining to the high aims hinted by yourselves.

Because in the struggle against crime it is the possession of the most powerful means offered by science for the discovery of crime that guarantees to the society the surety of the persons and properties and the knowledge of the delinquent which knowledge alone can permit to find out the causes of crime, to determinate the individual perilousness, with the purpose of thinking out the most efficacious measures of prevention and repression.

It is my wish that the work fulfilled by the Italian Police in this direction and that shall continuously improve, could be reflected upon by the representatives of the American and European Police assembled here, and by them worthily appreciated, with the desire of seeing more and more encouraged the application of scientific means to the functions of Police, so that science, with the unanimous union of the police of the whole world, can furnish to police—which is the most noble and powerful defense of society—the most valid means in the daily struggle against crime.

This thought, here amongst the world's pioneers, is for me of great relief, of having taken away from the scientific study of university's laboratory a great deal of my existence and dedicated to it the greatness of this Police whose function occupied my daily and enthusiastic work.

My last word must be a testimony of great and sincere admiration for these functionaries of the last years, which left to us their memories, great but modest men, which remained almost unknown, and without the powerful means of the science of our time, thanks to their intense laboriousness, to their intuition, to their faith, to their heroism, attained to results that honored the Police of the whole world.

I will show you in this slide some examples of researches of judiciary police carried out by the investigating service annexed to our school. Similar cases and also finer ones every good police officer can show you. But I report them to you as examples of what every police officer from middle intelligence and good will can obtain only by applying a scientific method the observation and description (spoken portrait) from the scene and physic and psychologic examination from the criminal.

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PRESIDENT ENRIGHT: This system was in use in Italy in the institution presided over by our distinguished friend, I know positively, as early as June, 1922, when I was in Rome. He called my attention to it then and I saw several demonstrations. You saw the perfection of it this morning by General Carty in the Astor Gallery. This system of transferring fingerprints by telephone and telegraph had really been started as early as 1922. That was when I first saw it.

**PROFESSOR OTTOLENGHI:** I am glad to present to you the first fingerprints transferred by telephone with Berlin's apparatus by my initiative in Paris, May, 1922.

(1) In the next slide you see the first checque with fingerprints, transferred in the same way. I take the opportunity to gratulate myself with the New York Police, which, like you saw in the splendid demonstration of the American Telephone and Telegraph Company, has adopted the system for identification purposes.

(2) This is the scene of a crime committed four months ago in Rome. A gentleman, Mr. Armitano, was found dead in the hall of his house. I pray you to observe the importance of our exact description of the body's position, of its attitude, of the condition of the clothes and especially of the spots on the floor that are tracks of feet stained with blood. The observation and exact description (spoken portrait) of the position, form, dimension, direction of the spots allowed to rebuild every particular and to find the murderer.

(3) In the month of March, 1921, there was found in the open country a dead body of a young man which was lying on its back. The body was fully dressed and also had on a hat. The left arm was extended and resting on two empty sacks. His wound was funnel-shaped and was irregularly circled, about 11½ inches in diameter. He had been struck on the right temple. Observing all the particulars of the body, the scene, clothes, etc., our representative was directed to report a "spoken portrait." Our representative found the hat with a rectangular hole in the bottom of the rim about 3½x1 inches which corresponded with the wound in the temple. This fact has proved that the case was of murder by firearms and that the shots were fired upward and it was not a suicide, as the murderer would had us believe.

(4) Some years ago there had been found near the tracks of a trolley line in the neighborhood of Rome the body of a laborer with a very deep wound on the back of the neck which we had believed had been produced by a blow from a pick axe and for which we searched in vain near the body. Very particular observation of the body revealed that in his hands he held a stone bound with zinc wire which led from his hand under the neck and quite a distance away, where it was attached to the electric wire of the trolley line. We ascertained that the man had been electrocuted while he had found the wire of a telegraph line broken and was winding it around the stone and was proceeding to steal same.

(5) Quite a short time ago many safes of offices and business firms were cut open by means of a circular saw, and while, from a preliminary examination, it seemed like the work of one gang or one job it later developed through the Scientific School, by measuring and the positions of the holes in the safes that it was done with different tools and different persons, whom were later discovered and apprehended.

(6) In October, 1922, a functionary of the Scientific Police School was sent to Trapani in the home of Mrs. Marino Rosario, who



was found suffocated in the bath tub. On the scene were found some fingerprints. In the meantime a soldier named Olmi had been arrested who resided in the same house. The military authorities insisted strongly upon the release of this soldier, on account of his good record, because they thought he was incapable to commit such a crime. Our functionary studying in an anthropological biographical method the soldier by observing a small tattoo mark between two fingers of the left hand he suspected him of being a delinquent, and his fingerprints were taken. Not having any previous record at our central office, we sent his fingerprints for international comparisons. This is not usually done when, like in this case, we knew who the person was. The comparisons between the fingerprints found on the scene and those of the soldier were exact and from France comes the news that Olmi had been sentenced to four years in prison in Paris for burglary. Olmi was later convicted for murder and sentenced to thirty years in prison and ten years parole for the above murder of Mrs. Marino Rosario.

(7) In January, 1924, there was arrested in Rome an individual named Molli Giovanni who, disguised as a railroad conductor, collected the fares of the passengers riding en route upon a train and appropriated said fares to his own use. He had many previous convictions for larceny, swindle, robbery, etc. Upon examination of his body by the functionary of the Scientific School of Police it was found out that he had many self-inflicted scars and that he was a person of a violent nature which could not have been determined from the nature of his crimes. The finding of the scars was very important to determine the proper method of dealing with him.

(8) A detained prisoner of morose disposition became mute and would not give any information regarding himself, therefore they did not know what to do with him. Through the scars and tattoos that were observed upon his body we had ascertained that he had been previously convicted. He saw there was no avenue of escape as to his identification, therefore he spoke and confessed his true name and all other particulars regarding himself.

(9) Finelli Vincenzo of Naples, bootblack, with a robust constitution and a fairly good worker, often convicted of felonious assault, quarrels, etc., was an habitual criminal in the opinion of the police:

1. Affected with epilepsy (convulsive).
2. Often in insane asylums.
3. Son of a drunkard.
4. Had epileptic brothers.

The functionaries of our school examined him and suspected that his criminal instinct was a consequence of his nervous illness (epilepsy).

He is sent to an asylum with his own consent and he is recommended by our representative to give him a thorough examination and cure. When he leaves the asylum we request the Police

Department to eliminate his parole. Finelli has since obtained employment with an express company through the school's valuable aid and has since never committed any crime.

(10) The self-styled Giovanni Rossetti was sentenced at Lucca, Italy, under this name for robbery and sentenced to six years in prison. Not having been identified, he was transferred to prison in Rome and was sent to the Antropological Biographical Service of the Scientific School of Police to be identified. All the practical methods of identification were in vain, descriptions, fingerprints, etc. He was placed under an Antropo-Biographical examination, after which it was ascertained that he had Etnical (Austrian) and Professional (Miner) tatoo marks, scars from self-inflicted wounds (epilepsy), from which we suspect insanity. Facts of descriptive examination were sent to asylums for the criminal insane, and he was immediately identified as Cristowich Fortunato, a bastard child, an Austrian Miner, sentenced to thirty years in prison for homicide and robbery. From prison he was transferred to the asylum of Criminal insane in the town of Aversa (Naples), where he had previously escaped.

(11) I finish with a symbol. This is the recto of a medal, a work of the Italian artist Siviero, offered to me by my scholars. It represents a woman, the modern police, raising piteously a man of an inferior type and with stamps of degeneration, a criminal, and means the new function of the police that prevents and punishes crime, inspiring herself to science and humanity. On the medal are engraved Christus words: "I want you pure."

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PRESIDENT ENRIGHT: This very famous police officer of Europe, whom you have just heard, is the head of a Scientific Police School in Rome. All of the detective officers and many of the officers of the line attend this school, some of them by compulsion, many of them as volunteers.

This very remarkable man, as has been related to you here, has quit his work in the universities and has opened this police school which is famous all over Italy and is well known throughout Europe.

This school, as I was able to understand it, after a very brief visit there, was in a sense a sort of glorified Sherlock Holmes arrangement, that is, the solution of crime by deduction, of one kind or another, to be able to go upon the scene of the crime and from the conditions they find there, scientifically examined into in the most minute detail, by processes of deduction, to determine just how and when and by whom and by what means the crime was committed. Sometimes, on the first examination, a crime may seem to have been committed. As a matter of fact, it might have been an accident. The facts are immediately determined. Upon the contrary, what on first blush might seem to be an accident might be a very serious crime, and that also, by the application of scientific research along the lines of the studies of the professor, is immediately determined to be a crime, and therefore the procedure in respect to it immediately changes.

Professor Ottolenghi is a pioneer more or less in this School of Police Science. He has gone a long way with it. He has accomplished a great deal, and he is well known in his particular avocation. Now, he has gone to a lot of pains. He has written this book and he has published it in three languages for the use of this conference, and he has brought with him a thousand copies, enough for every member of this Conference, and every member of the Conference ought to have one. We will be glad to see that you get it.

It is, of course, very far beyond anything that we have in this country, so far as I know. We have never gone into this thing. We have been told about it. We have a very hazy idea of it. The time may come, as a development of this Conference, when we will take it up in some degree in a more or less serious way. We are very much indebted to Professor Ottolenghi for coming here. He is a man well along in years, a celebrated man in his own country. He comes over here and hopes that he may be of some service to us. We are very grateful to him and very grateful to the Italian government. We are very grateful indeed to the Police authorities of Rome for sending him here on this mission and sending him so well equipped as he has come. He labors under difficulties here, the difficulties of the language and lack of apparatus that he should be provided with in order to thoroughly demonstrate the scientific knowledge which he possesses in a superlative degree, if it is possessed in that degree by anybody in this world. We are very grateful to you, Professor, for your kindness. (Applause.)

The next order on our program will be an address on "The United Police Schools of Hungary," by Councillor Kazmer Vay, of the Department of the Interior, Budapest. (Applause.)

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**MR. KAZMER VAY:** Mr. President and Gentlemen: Before I enter upon the real topic of my present discourse, for the sake of a better understanding, I wish to refer shortly to the divisions of the Hungarian Police. It divided itself into a uniformed and armed force, and the civilian employees. The first consists of:

The senior officer staff, who must be a university graduate.

Inspector staff and patrolman (non-commissioned officers and Patrolmen).

To the civilian employees belong the surgeons, official clerks, detectives and messengers and servants.

For the present I want to deal with the uniformed and armed force and the detectives only, whose educational problem is to be looked at through the glasses of a professional policeman. The war and the post-war time has increased the needed activity and efficiency of the police and needed essential innovations in every respect. Under the pressure of these conditions the entire police of Hungary, which consisted of different divisions, had been concentrated under the control of the State, and subordinated

to the Royal Ministry of the Interior in 1919. It caused the reorganization of the Police System, in consequence of which all matters of education were placed in the hands of the State Police Education Inspector, in order to get uniformity into the training and drilling of the police officers, detectives and patrolmen.

The subjects of law regarding special police affairs are not taught in the Hungarian Universities, neither the technical nor the special rules of police.

This inadequacy of perfect knowledge of police affairs necessitated the establishment of the Police Officers' Training School. The newly nominated police officers—the so-called candidates—as well as the members of the senior officers' staff—such as the inspectors—after a year's practical service in the township headquarters—in the case where they were found fit for police service in every respect, may be ordered to the aforesaid Training School, lasting eight to ten months. It is a united course for senior officers and inspectors. They are schooled and trained alike, with the exception that certain lectures are held separately for senior officers and separately for the inspectors. The successful passing of the prescribed examinations secures the right to be graduated. The obligatory subjects of the training school are civil and criminal law and criminology. The latter includes fingerprinting, the description of persons, the teaching of procedure and the surveying of a scene of crime. Further administrative and international law, the special public safety (police) laws, organization, service rules of police, and the business administration of police matters. Psychiatry, that is, the mental examination of criminals, fire protection, first aid. Practical subjects are: the handling of swords, fire arms, swimming and riding.

For the selection of individuals fit for leadership there has been planned a continuation school. This school will be opened for senior officers as well as for inspectors who have had at least seven to ten years' continuous police service. They must pass an entrance examination, comprised of subjects covering general police practice. The obligatory subjects of the continuation school are essentially the same as that of the Police Officers' Training School, except that each subject is taken more thoroughly, and they are examined in their final examination with the very strictest care as to their fitness for higher positions.

The members of the senior officers' staff are obliged to pass an examination as to their knowledge of the organization of the Police Forces of other countries and of sociology.

I have given the outlines of the senior officers' and inspectors' training. In the past the Detectives received the same training as the Patrolmen. The increasing importance of criminal affairs and the lack of special knowledge in Police affairs necessitated the establishment of a training school for Detectives. The newly nominated Detectives are appointed to this school after half a year's practical service. The duration of the course is six months. The

successful passing of an examination qualifies the applicant for final appointment. The subjects of the examination are: Criminal law and criminal procedure, the contraventions, criminology, the principles of Police organization, rule of Police service and first aid.

For the training of Detectives thought fit for directing of larger groups, a continuation school is planned. Its obligatory subjects are essentially the same as that of the Detectives' Training School, only that the methods of training are different. This school can only be attended by Detectives who have served as such continuously for at least fifteen years. Those who pass the prescribed examination successfully will be qualified for promotion to the rank of Detective-Inspector.

As I am speaking about the centralized and newly established training school, I will now refer to the training school of non-commissioned officers of higher rank. The reason for referring to this here and not in connection with the training of Patrolmen is that this school is essentially a part of the centralized schools, being under the control of the Police Education Inspector. Uniformity and the centralized organization of the Police necessitated the special education of non-commissioned officers.

The training is essentially the same as that of commissioned officers of lower rank, of which I will speak later, with the exception that the applicants for this course are trained and taught especially up to the desired standard. One may be ordered to attend the school only after two years' continuous service in the rank of non-commissioned officers. They must undergo an examination. The successful passing of this examination secures the right to reach the highest rank of non-commissioned officer.

The general outlines of the centralized Police School are already given. I only want to mention that these courses are conducted by senior officers and Inspectors of higher rank, high school and university teachers and by special experts in certain sciences. All applicants during this course are kept under strict discipline.

Upon the subject of training of Patrolmen I will point out facts which have affected changes in our system of recruiting. In compliance with the regulations of the treaty of Trianon the obligatory military service in Hungary ceased and in consequence thereof we lost the best material for the supplementation of our Police forces which were formerly secured by recruiting of ex-service men. In consequence of the late war and internal revolutions, the reliability of the men decreased, lessening our choice of adequate and satisfactory material. At the present time our only possibility, with few exceptions, of getting new men fit for Police service is from among the agriculturist class of Hungary. The intellectual training of the latter individuals is difficult and requires more toilsome work than in the past, therefore requires a more thorough training for Patrolmen. In Hungary the Police officer's duties are different from those required of an officer in a smaller city, in consequence of which we have established the educational and practical training school of Patrolmen at Budapest

and at every district Headquarters. Each school is under the control of corresponding Police Chiefs. The schools are conducted by uniformed principals and supervised by the Police Education Inspector. The course is of six months' duration.

The newly recruited Policemen are required to serve a six months probationary period, superintended and assisted by senior Policemen or non-commissioned officers. Those found fit for Police service are directed to attend the training school, where they undergo an examination. They are examined in the following subjects: The constitution of the state and form of Government; Criminal Law, pursuit of criminals, rules and regulations regarding misdemeanors (contraventions), first aid, protection of animals, knowledge of horses, caligraphy and orthography and the construction of reports. The practical subjects taught are: Boxing, wrestling and the use of firearms. The Patrolmen considered fit for service, having passed the examination, will be definitely and permanently employed after another year's additional service.

After three years' service, exclusive of the time spent at the training schools, selected Patrolmen may be ordered to the training school for non-commissioned officers, where ambitious men are educated up to the required standards. The period of instruction at this school is of six months' duration. The obligatory subjects are essentially the same as that of the school for Patrolmen, except that additional subjects, such as Sanitary Police Matters, History, Geography and Topography, are taught. The successful applicant is then subjected to a four weeks' period of practical drilling before becoming a non-commissioned officer. The course of instruction for Patrolmen is conducted by senior officers, Inspectors and auxiliary teachers of non-commissioned rank.

With the completion of these training courses the definite education and training of Patrolmen is accomplished, but courses are conducted at every Township Headquarters, where recently issued laws and orders are taught, and individuals are selected from those attending, for promotion to higher rank.

In connection with this special training, I would mention first, the training of chauffeurs. Those chauffeurs who have served four years and are in good standing as to their qualifications may be permitted to attend a school for non-commissioned drivers. After another four years' service as such, they may undergo an examination and become inspectors of motor vehicles, which is the highest rank for non-commissioned officers for this service.

In the rural district, where payroll service is required, we also employ police dogs. A special school is maintained for the training of the dogs and of the men to whom they are assigned. For meeting every emergency we have established a postal service wherein carrier pigeons are employed to keep up communication and connection with other centers of police authorities. At the central station for this service a special training for men assigned to this branch is conducted.

Special attention is given athletic activities of the police force, which activities are obligatory in all schools, and training course;

**a special training course for teachers of athletics is conducted. I am glad to say that while these courses are obligatory, officers and men alike are very active in all police athletics.**

Special courses are conducted for teaching foreign languages, especially English, French, German and also for stenography.

I have given in concise form the educational and training system of the Hungarian Police, and in conclusion I wish to say that we have always dealt with the problem of education and training with the conviction in mind that only such persons are capable of performing their duties properly who are healthy in mind, body and soul. Being conscious of the importance and significance of police work, we will continue to do our very best to give proper police service, with the object in view to bring security, harmony and peace to all persons and nations. I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** The next order on the program will be an address on the "Progress of Detectives' Training Schools," by Principal Judiciary Officer Florent E. Louwage, of Brussels. Mr. Louwage.

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**MR. LOUWAGE:** A few years ago it was universally admitted that a detective could only be made from a policeman who had served several years on ordinary uniform duty, and this idea was based on very serious grounds.

Why does a detective go to the scene of a crime before commencing any inquiries? Because there he is most likely to find traces and indications which will put him on the track of the criminal. It is certain that these indications are only of importance to him because he has experience, acquired by his presence at the scenes of numerous other crimes whilst serving in uniform. On such occasions he saw his chiefs, the detectives and medico-legists at work; he was surprised at conclusions which they drew from certain facts. He saw how examinations were made "without touching anything"—the A B C of police science; how fingerprints were found and revealed, how the imprint of a foot was kept, how an instrument or article of clothing abandoned by the criminal was examined, how a trace of breaking in was found; in a word, how an analysis was made of the thousand and one things found at the place where a crime had been committed.

It was necessary to serve for a long period in the uniformed police to acquire an experience of such matters. This necessity had certain inconveniences. We have all remarked that after a few years a uniformed policeman acquires a certain walk, a certain bearing, which betray his profession to us immediately we see him in plain clothes. That which we professionals see, the criminal sees and "feels" much more acutely and in spite of any disguise.

In addition, those who are familiar with criminal inquiries know that they often require a vigorous physique and considerable powers of endurance. Previously it was necessary for a policeman

to have about ten years' experience before becoming a detective, therefore it was not before he had attained the age of thirty-five that he could commence to render services in criminal inquiries. In the country which created the word "hustle" it will be readily understood how important it is to recuperate these years by shortening the long period during which these men gained their experience. The problem which presented itself in Belgium and in other European countries was:

How can we form a detective who is about twenty-five years of age?

This problem has been solved. How has it been done? time, show the detective in training numerous examples of crime; a large number of criminal traces, and teach him the causes which produced them. In other words, if the experience of many years could, in a large measure, be replaced by instruction in the causes which determined certain traces. In determining such causes we arrive at the identification of the criminal himself. From that was built up the instruction of scientific police. It is not astonishing that the problem is very complex, and that the field of instruction is vast. It is important for the detective candidate to have a good general education—his capacity for deduction and induction will then be more developed.

The problem could, therefore, be solved if one could, in a short I said just now that a detective goes to the scene of a crime to find indications which will put him on the track of the criminal. In order to discover such indications observation is necessary. To follow the track which leads to the criminal deduction is necessary, and even induction aided by reasoning. The old policeman reasoned by habit, and made his deductions by comparisons with the scenes of which he had already visited, helped by his remembrance of other crimes of which he had heard.

It is for this reason that in Belgium, detective candidates have to pass an examination which may be compared to the English civil service examination, before being accepted. Needless to say, they are required to have a certain knowledge of mathematics, physics and chemistry.

Before undergoing this examination the candidates are medically examined, and are required to pass certain physical tests, such as running, swimming, etc. They are also required to pass an examination in Criminal Law and Procedure.

After having passed these examinations and having obtained 80% marks, the candidates are made "detectives on probation." The period of probation lasts two years, during which time they carry out ordinary detective duties under the control of an inspector or judiciary officer. At the end of about four months, the detectives on probation follow a three months' course of instruction at the School of Criminology and Scientific Police. This School is established at Brussels under the direction of an expert in police science—Dr. De Rechter.



The course of instruction at this school includes:

(1) Description, or "portrait parle" (Method Bertillon). I do not need to emphasize the importance of this course, which is absolutely necessary to enable a detective to recognize an individual or discover a criminal in a crowd. This course accentuates the gift of observation, one of the principal qualities in a detective, and is given by myself.

(2) The "Elements of Legal Medicine"—the functions of the human organs and the effects produced by criminal causes of all sorts. Course given by Dr. Heger-Gilbert, Professor of Legal Medicine at the Brussels University.

(3) "Criminal Anthropology," including the study of all that is known of this branch of science. The course is given by Dr. Vervaeck, one of the most celebrated anthropologists of the day.

(4) Criminal Procedure—course given by M. Collard de Sloovere, Magistrate of the Appeal Court.

(5) The "Scientific Police Course," comprising chiefly the different systems of identification, criminal photography, classifying, the descriptions of plans and places, indications and traces, footprints, traces of animals, traces of tools and vehicles, the technique of thefts and frauds, arson, false bank-notes and money, forgery, cryptography, camouflage, disguise, how to carry out searches, etc. The course is given by the Director of the School—Dr. De Rechter.

(6) The "Elements of Toxicology," by Dr. de Last.

(7) The "Elements of Serotherapy," and medico-legal analyses, given by Dr. Brynhooghe, Professor of the Brussels University.

I can affirm that the instruction given at this school replaces for young detectives a large part of the experience which they hitherto had to acquire by long years in uniform. We have men of thirty, who, after five years' experience, have been appointed, after most severe examinations by judiciary officers, that is to say, chiefs of a group of detectives. I can assure you that some of these men are as clever as others who have had twenty-five years' experience. This has permitted us to enroll more educated men, because the fact of having to do a long term of uniform duty as a patrol—although this is in no way humiliating—prevented many of the more educated men from joining.

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PRESIDENT ENRIGHT: The next order of business is a discussion of "The Police Academy," by the Police Commissioner of New York. (Applause.)

On the 21st of April last we inaugurated in the City of New York an institution known and to be known as the Police Academy. In using the term "academy" we are merely following the precedent established in this country many years ago when

our famous military organization at West Point, and equally famous naval organization at Annapolis, was called an academy. As a matter of fact, they are more or less colleges or universities—at least, they go far beyond what might be called a school or academy.

In New York City we have had for a number of years a training school for recruits, at one time very crude, but in later years a very successful training school for those who are entering the Department.

About two years ago we established in this city a Detective Training School. For a great many years the police of this country did not believe that detectives could be trained. They believed that detectives must be born and not made, and there was grave doubt as to whether or not you could take a man who had no detective experience of any account and make a detective out of him by a course of training.

In doing that we probably followed a precedent established in many other countries, notably in Great Britain, where the detective organization is taken from the uniformed force, and without much previous training, if any. After having had the matter considered by the Executive Board of the Department on several occasions, and having been told that it was not feasible, I finally decided that we would undertake it, at any rate, and so our Detective Training School was inaugurated about two years ago. It has been a pronounced success from the start.

I do believe, to a great extent, that detectives are born and not made, and I suppose also that pianists are born and not made, and that violinists are born and not made. But I do believe pianists or violinists or other great artists, if they never had any specialized training, would never have become the great artists that they have become through proper training. Therefore, we decided that by taking the detective instinct as a basis and such native qualifications as a man might have, and adding to that an intensive course of training, and giving the prospective detective all that great store of information that various men have in our detective organization, that we might start him on his career as a detective more richly endowed with detective information than any of those that had gone before him.

It is no longer an experiment. It has been tried with the superlative success. One-third of the men now in our detective bureau have passed through the training school. For the most part, they are rendering first-class service. They are doing better, man for man, than other members of the Detective Bureau. They are measuring up to all of our expectations, and with some additional experience, which they will gain in practical work in our detective bureau, I am sure that, on the average, they will far surpass the men who have not been fortunate enough to have this special training.

One very curious reaction that we have had from the members of the detective bureau is that our most experienced men,

and men who scouted the idea that you could train detectives, are now anxious to pass through our Detective Training School, and we are giving them the opportunity as rapidly as possible. We have extended the use of this Detective Training School to members of other police departments throughout the country to the full extent of our resources. We cannot accommodate all who apply, but we are willing to accommodate some of them, and we are willing to distribute our course of training as liberally as possible to as many detective organizations throughout the country as we can.

Another innovation of the last year or so is a school of equitation, a school of horsemanship. Heretofore, we have not organized any such school. Men who entered our mounted service were for the most part men who had had some experience in that line, probably in the cavalry of the United States Army, or elsewhere, or maybe not at all except as they picked it up. So we decided that we would institute a school of equitation. The United States Army was good enough to give us the services of a high ranking officer of the United States Cavalry. He has been working with us for about a year, and we have built up a fairly good school of equitation.

With these three schools, the School of Recruits, the Detective School, and the School of Equitation, as a nucleus, we decided to consolidate our training facilities and add other necessary courses and call it the Police Academy. Less than a month ago we formed the Police Academy. We are occupying an old school that was once the College of the City of New York. It is entirely inadequate in many respects for our purposes, but we will have suitable facilities and a new building in the near future.

We have decided that the Police Academy shall consist of these units—the Department of Recruits, which is our old School of Recruits; the Department of Detectives, which is our old School of Detectives; the Department of Horsemanship, which is our old School of Equitation. And in addition to that we intend to have a Department of Special Service. That department of special service will be divided into three functions—the School of Police Women, the School of Police Clerks and the School of Motor Transportation.

We have never had a school for police women. We have a hundred police women in the service. Possibly the number will be increased sometime, but we propose to institute a school of training for our police women and extend the service to other police departments throughout the country if they desire it.

We have also decided to start a school for the police clerks, because many of the clerks of our Department have never been especially trained for this service. Many of our police clerks are disabled men who, when they have become disabled, are taken into the clerical service and given an opportunity to stay in the Department and draw full pay and render such service as they are able to render. Many of them are not qualified for this particular branch of the service, but we intend to qualify them.

We intend to teach them correspondence, how to handle mail, how to write letters, how to attend to files, and how to do all that necessary work that a very high-class clerical organization ought to be able to perform.

We are rapidly motorizing the Police Department of our city. When I entered the service as Police Commissioner about seven years ago, we had about one hundred motor vehicles. Now we have seven hundred. We are doing a great deal of patrol in small motor cars of the Ford type. It is necessary that we should train men for this particular branch of the service. We have to have a man now who will drive the car and at the same time be able to make necessary observations. At the beginning, we assigned one man to drive the car and another man to sit alongside of him to make observations and take all necessary action.

It seemed to be a wastage of men, and as our force is notoriously short of men, we have decided now that the man must qualify himself, if possible, to make observations and take all other necessary police action.

Furthermore, we want this man who drives the car to be a mechanic who can take care of his own car. There is a great lack of economy in having a man in charge of a car who merely knows how to handle the car in a primary way and who is not able to take care of the car or keep it in good order, or conserve whatever material is given to him for the handling of his car.

We want to give him some special training along these lines, as this promises to be a very important branch of the service, and we believe it is necessary to have a training school for this work. We shall probably need a thousand of such men inside of the next three years, and as that is a very important percentage of the force, they should be specially trained.

We are about to institute, as one of the units of the Police Academy, a department for the training of officers for traffic and safety duty. Certainly nothing in police work is more important today than the matter of regulating traffic. For the most part, the men in our department, and that is true of nearly every Police Department—at least in this country—men are taken from the regular service, and with very little preliminary training, are placed on traffic duty. They get along fairly well. They do the work fairly satisfactorily, but we do believe by a course of training that we can better qualify them for this particular branch of the service.

Then there is another feature of it, too—the conservation of human life and preventing injuries to the public in the streets of our city. We want to have the traffic officer do just a little more than regulating traffic at the particular corner where he is stationed. He ought to be, at least in a small way, a traffic specialist. He ought to know what is going on around him, and he should be able to tell his commanding officers, from the standpoint of a man who is looking at it every hour of the day, just what might be done to improve the regulation of traffic in that particular part of the city where he is stationed. We do believe that by a proper

course of training, our men will become much better qualified for this branch of the service.

We are going to establish, in a very intensified way, a school of criminal identification. We have had in a small way such a school, and we have had it in operation intermittently. We have extended the service to other departments throughout the country from time to time, but we now intend to establish it as a permanent thing in our department.

We want our men in the various station houses throughout the city, and we have about eighty of these station houses, to be not only able to take fingerprints, but be able to classify them right then and there and send them on to the central bureau properly classified. As it is today, those who are taking the fingerprints in the station houses are merely taking the fingerprints, and forwarding them to the central bureau, where they are classified and filed. This places a tremendous amount of responsibility and, to my mind, much unnecessary work upon the central office, taking up all of the time of our expert men at the central offices; whereas only a few moments would be needed at the station houses to classify these prints and send them on ready to be filed.

Furthermore, we have some hopes that we shall be able to establish in New York an identification card system such as I have seen my friends in South America using to great advantage; and if that be the case, we will need to have men in each of our station houses who are qualified to take fingerprints and classify them as well.

We have taken over in this city the regulation of the taxicab service, which includes 20,000 taxicabs and very nearly 40,000 taxicab drivers. Their applications, among other things, contain their fingerprints, and it is necessary that they should be classified, and for the convenience of those who are applying for a license, they are sent to the various police stations throughout the city. The fingerprints are taken there, and they ought to be classified there, and that will save our central bureau a great deal of work.

So by extending our school of criminal identification merely so far as the fingerprinting is concerned, and qualifying a much larger number of our men as experts in this line, we will greatly relieve our department of criminal identification.

We are learning a great deal more about criminal identification than we knew before. We think we know quite a good deal about it now; perhaps we do; but we are learning more every day. The coming here of our distinguished friend, Professor Ottolenghi, from the great Police Scientific School in Rome, the coming here of these distinguished experts from other parts of the world, considering and assaying the message, and the scientific data that they bring here with them, which will be taken up by our school of criminal identification and the International Police Conference, I am sure we are going forward to much greater development in criminal identification and criminal science than we ever dreamed of before and we must prepare accordingly.

But, at any rate, we hope to establish here, with all of this information that we have now gathered, and that we will gather later on, a fine school of criminal identification. And we are going to make it a business, not an intermittent or casual thing, as it has been in times gone by.

There is another thing that we lack in our Police Department in New York City, and I think what is true of New York City is generally true of the police departments throughout our country, and that is we do not have specially trained officers for our service. In the great police departments in other parts of the world, I find that men come into the department specially trained to be officers of the department. We do not particularly desire that in America. That is not in accordance with our traditions. We believe in sending men up the line from the bottom to the top, and qualifying them as they go along. But we haven't been doing that very well, so far as the New York Police Department is concerned, nor so far as our police departments generally throughout the country are concerned. We have been relying upon civil service to qualify our men for higher ranks. They do the best they can, but their methods are based largely upon theory, and there isn't any practical training for officers, so far as I know.

We hope that through our Academy here we can establish a school of officers' training, coöperating with and coördinated with our civil service system, and we shall then produce much more efficient and better qualified officers than we are able to produce under the present system.

There is another department that we want to have in our Academy, and that is a school for instructors' training. In order to build up an Academy of this kind, and it can't be done in a day—it will have to be the work of several years, I presume—we must educate men in our own Academy to become the trainers in all branches of our service. The trail has not been blazed, but we will establish something and build upon it, and I think that when we assemble here or elsewhere in conference two years from now, we will have something very important to report respecting the Police Academy of the City of New York.

We have printed a syllabus of our Police Academy. There are a thousand of these available, and every man who is a delegate here, before he leaves, may have one if he so desires. These also will be found in the Registration Room, and I hope that every one who cares to have one will apply for it. It tells its own story. As I have said before, it is something rather new. It hasn't been thoroughly tested out. The next edition of it will probably be quite different, but it is the start, and it will probably be interesting to those of you who need such an organization, or who may be interested in such an organization.

Gentlemen, I think that is all that I have to say on the subject. The Academy is in its infancy. It is quite a lusty infant. I hope it will live. It looks to me as though it will, and we think we can see it through to a very successful conclusion. (Applause.)

**PRESIDENT ENRIGHT:** I want to say that the report of the Conference for the first day's work—that is, yesterday—has been printed complete. Enough of them have already been delivered, so that those who are here from foreign countries will probably find one in their rooms tonight. I think the rest have been delivered or will be delivered this evening or early in the morning, and every delegate to the Conference can get one in the Registration Room. This is the printed report of everything that was done yesterday. Some time tomorrow, I will give you a printed report of the work of today. This, of course, is a rough copy. It has not been revised. Later on, it will be revised and become the permanent record of the Conference.

Now the report of Professor Ottolenghi—and please do not overlook it—he has been kind enough to bring us a thousand of them. They are here. Those that haven't been distributed will be left in the Registration Room. You can have them also.

I want to say again that any delegate to the Conference who has brought here any pamphlets of this kind or any data or any written report of any kind, whether it has been actually read here, or whether he intended to read it and refrained from doing so, if he wants it taken up and published, we will place it in our record, and it may be very interesting and useful to those who will read the record of the Conference later on.

Is there anything that any member of the Conference desires to bring to our attention this evening, anything with respect to the discussions here? If not, I will receive a resolution turning all of these subjects over to the Committee on Resolutions, and at some later session proper resolutions with proper recommendations will be submitted to the Conference for final consideration. Has any member of the Conference here assembled anything to offer with respect to any of these matters?

Gentlemen, I want to introduce to you Captain Erwin Saal, Captain of the Police Department of Berlin, who will present to you a paper which he has prepared.

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**MR. ERWIN SAAL:** Mr. President and Gentlemen: A thorough training is the foundation of successful performance of duty of any police officer. The ideal policeman should really have a good knowledge of those elements concerning the human life.

In Prussia there are two kinds of schools for the education of a policeman.

1. The primary training school.
2. The continuation school.

The course in the primary school which is established in each Prussian province, is one year and embraces general school subjects as well as the necessary knowledge of Police subjects.

## SCHOOLS

Anybody of good character who desires to become a policeman must pass an examination to be admitted to the Police Primary School. He is not yet a member of the police department. After one year of schooling he must pass a competitive examination to become a member of the police department. While a policeman in active duty he must still attend the continuation school two days a week for several years. If any member wants to be promoted he must attend the Police School again and pass a successful examination for each and every promotion.

In the continuation school he is permitted, if he so desires, to keep up his studies and if he is able to pass an examination he can enter the University.

The training and education for the higher police officers in Prussia proceeds in a special Police High School.

An absolute uniform procedure is established for the members of the department. Each and everyone has the same right to enter the class for promotion and if he passes the examination he will be promoted to the highest ranks of the department.

A special training school takes care of physical training.

The required theoretical and practical knowledge for a police officer is very extensive. The efforts and endeavors for the reception of the necessary knowledge and all the different subjects aim to lighten and substitute in a way the practice by means of photo-plates, moving pictures and models. Words are easily forgotten, pictures make a deep and permanent impression.

We have established in Berlin a Central Bureau for the producing of moving pictures, photo-plates and models taken from the police practice for the exchange in the above-named schools. Every police training school is equipped with a special moving picture machine.

The collection of this Central Bureau contains the following subjects:

1. Civic and constitutional law.

Explained by means of intuitive methods of instruction and graphic maps.

- |                            |                                  |
|----------------------------|----------------------------------|
| 2. Economics.              | 6. Mad dogs.                     |
| 3. Traffic regulation.     | 7. Prevention of fire.           |
| 4. Criminal identification | 8. First aid to injured.         |
| 5. Hygiene.                | 9. Foreign police organizations. |

Following the example of the New York Bureau for Public Safety, the children in all the schools are instructed by police officers in prevention of accidents. We can state that the result has been wonderful. We proceed right now in Berlin with the producing of a moving picture of the entire activity of the Police Department.



Allow me, gentlemen, to call your attention to the grand international exhibition of police institutions and police work which takes place in Karlsruhe from June 7th to 21st.

For those who are interested I would gladly give the necessary information and dispose of a few programs printed in English.

The highest aims of the educational training for police officers are seen in the establishment of a Police Academy which is intended to be founded in Berlin following the example and excellent ideas of Mr. Enright, which are:

The best training and education strengthens the reputation of every police department and improves and invigorates the eagerness and self-confidence of every police officer for the benefit, safety and welfare of the human society.

The following photos are showing in part the method used in The Berlin Police Department for the purpose of determining what special branches in the department members are fit for.

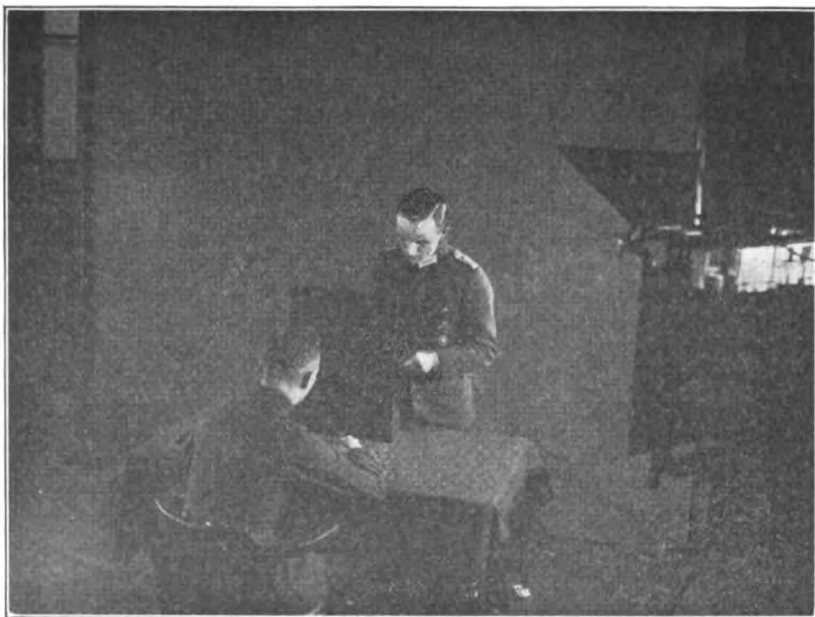


FIG. 1—MADE IN THE PHOTOGRAPH GALLERY OF THE BERLIN SAFETY POLICE

This is only in part what is used:

1. This is an instrument to test the eyes as to a given distance, the side towards the instructor shows a register where he can see how near or how accurate he comes to the mark.

2. This instrument is in the form of a wheel with an indicator or arrow, on the wheel on the rim of the wheel are numbers; the pupil turns this wheel with his hand and the arrow shows the condition and the flexibility of the pupil's muscles. (See Fig. 2.)

3. This instrument has five electric bulbs, two red on one end and one yellow in center, and two green at the other end; these lights will be changed at will by the instructor, who may sometimes show all colors at once or various colors mixed; the

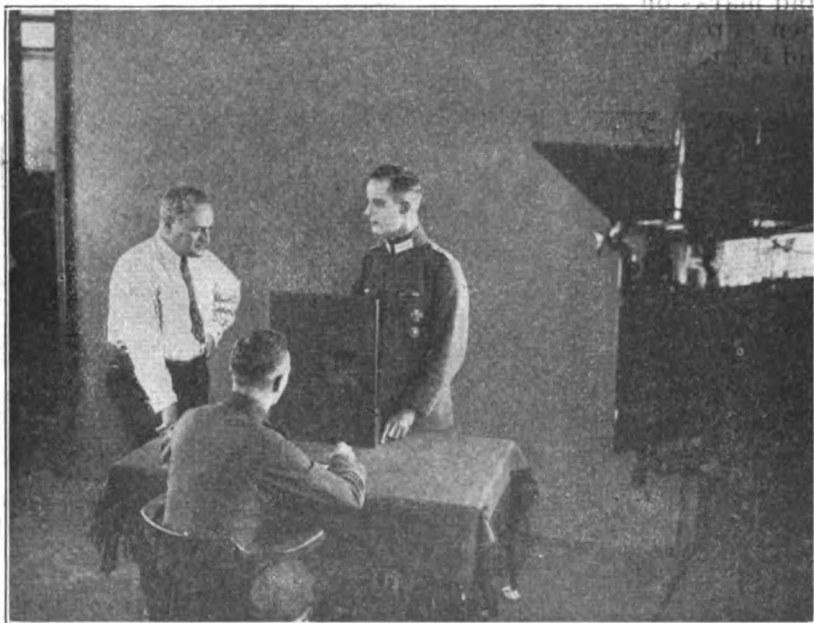


FIG. 1-a—EXAMINATION OF CANDIDATE AT "QUICK EYE EXAMINER"

In the Slit of the Apparatus, Autos and Traffic Signals are shown the Candidate in Fraction of Seconds

pupil will, by different motions of his arm, indicate the various changes of these lights.

This instrument is for the purpose of finding out the quick actions of the pupil. (See Fig. 3.)

4. This photo is used in traffic instructions and is supposed to be three one-way streets, one East bound, one West bound, and the other North; the pupil is asked various questions as to what action he would take on the various conditions which may arise, as per instance what would you do if a fire apparatus proceeded in the wrong way on one of those one-way streets or if a vehicle was coming out of an East bound street and proceeded North on the North bound street and then turned East on an East

bound street, and various questions of this kind are asked, and the pupil is requested what he would do under such conditions and what action he would take. (See Fig. 4.)

5. This instrument is a board, to the center of which is attached a glass tube set in a hair pin fashion. This tube is filled with quick silver; at the pupil's end of board are two rubber balls; on the left hand side are three markers, and on the right hand side is a bell. This instrument is used to test the stability and nerves of pupil, who is directed to take one of bulbs in each hand and to press same so as to force the quick silver to a given mark and hold this quick silver there for a certain length of time; the right hand marks on board of instrument and bell on the left indicates when pupil fails to place this quick silver to a certain mark and hold it there for the required time. (Applause.) (See Fig. 5.)

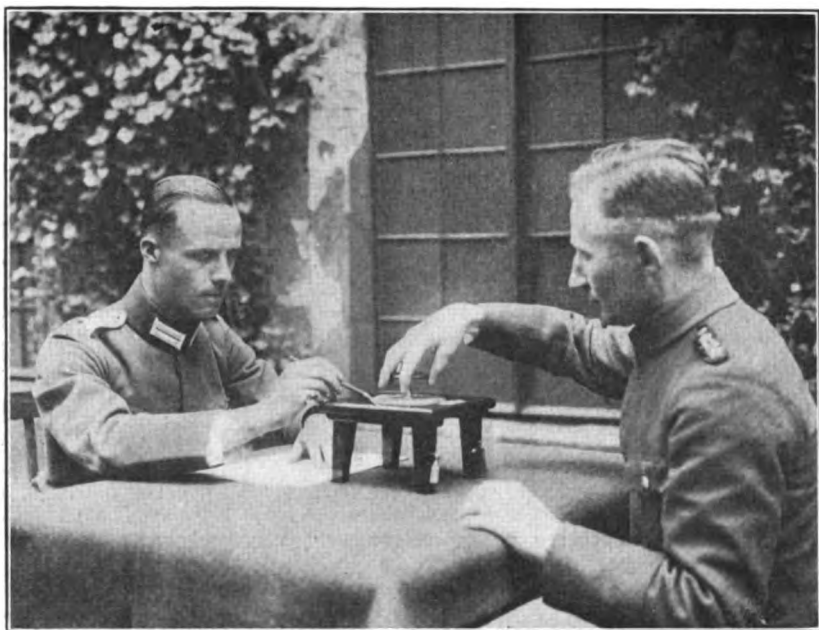


FIG. 2—EXAMINER OF JOINT SENSITIVENESS

PRESIDENT ENRIGHT: Inspector General Fernandez from Buenos Aires has asked me to read this brief statement so that we may know just from where the Police Department of Buenos Aires derives its authority. This was prepared in Spanish and he says it has been poorly translated, but he would like to have it presented for what it is worth.

(President Enright read the paper as follows):

Mr. President and Delegates: We have reached the conclusion that the members of the police departments who should aspire to be compared with the most efficient police bodies of the world can no longer today be realized without thorough preparation.

Therefore, in response to this urgent necessity, police academies have been established throughout the world. The Honorable Commissioner Enright, the eminent Professor Ottolenghi, and other prominent delegates have so eloquently acquainted us with the organizations existing in their respective countries.

In Buenos Aires we also have several police schools, but I shall not take your time in order to explain their organization and activities in detail. I only wish to point out to you in the name of the Argentine delegation certain circumstances in this regard that I think will be of interest for you to know.

In our country, according to our political constitution, the President of the Republic has the power to appoint all public officials without other requirements than their capacity.

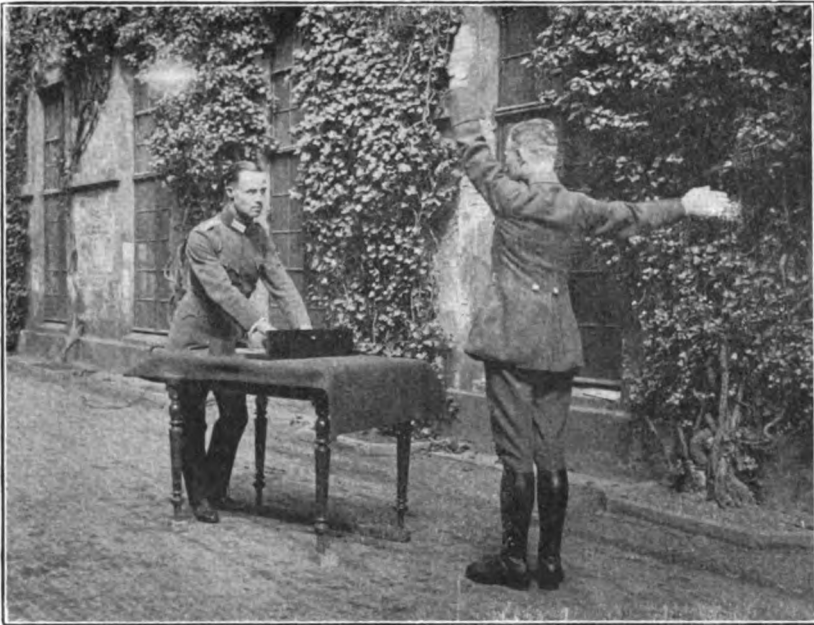


FIG. 3—EXAMINER OF REPEATED ACTIONS

Therefore, the now President, Dr. Marcelo T. de Alvear, realizing, no doubt, that it is true and certain the impossibility that the members of the police may be selected without any preparation, he has approved the ordinance which was submitted by our chief, creating a scale of promotions for the members of the force of the Buenos Aires Police. Likewise in accordance with this ordinance no member will be promoted until he has successfully passed the necessary tests as to his qualifications as provided in said ordinance.

The President of the Argentine Republic, by interpreting this executive prerogative in the manner he has done as indicated above, with the ultimate purpose of improving the police service, I thought that it would be of interest to know this, and therefore I have taken the liberty of taking your time and attention in order to make this known to you.

I thank you. (Applause.)

**MR. ERNESTO MERINO:** Mr. Chairman and Gentlemen: I should like to take this opportunity of saying a few words in regard to a matter which seems to me to have an important bearing on the effective development of interpolice coöperation.

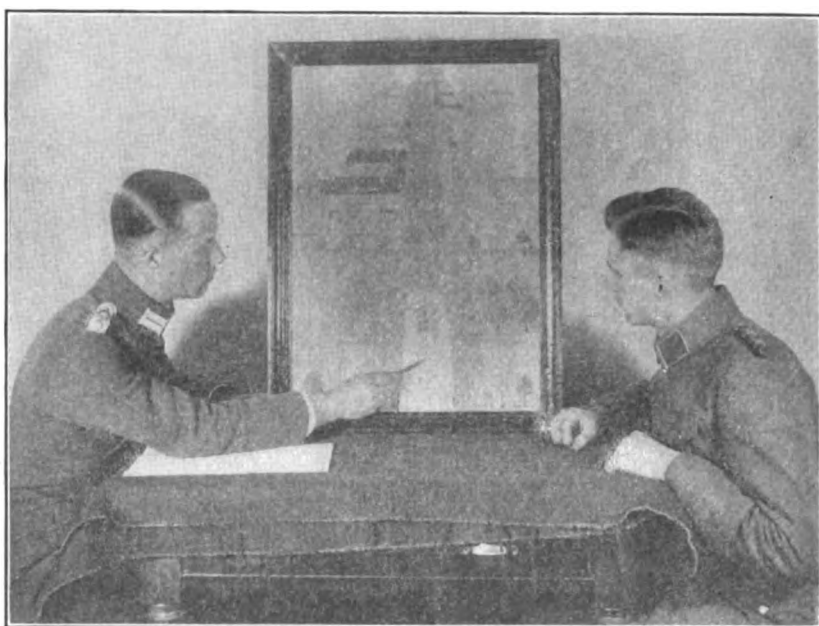


FIG. 4—EXAMINATION OF APPLICANT AT TRAFFIC PICTURE

If the various police forces of the world do not have a mutual understanding of each other's organization and methods, the success of such a plan of coöperation will be very difficult to achieve. To attain this end it is possible to establish an interchange of information. I therefore make bold to submit for the consideration of this assembly the following motion:

**BE IT RESOLVED,** That the International Police Conference of 1925, held in New York, recommend to its members the periodical interchange of information concerning their organization and

methods, by means of exchanging legal ordinances, administrative or regulatory dispositions, as well as any publications or other material relative to the police service.

I therefore present, gentlemen, for your consideration, the foregoing motion, and thank you for your courtesy.

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PRESIDENT ENRIGHT: Gentlemen, you have heard the resolution of Mr. Merino, of Santiago. If there is no objection, this resolution will be referred to the Resolutions Committee for their consideration and submission later on.

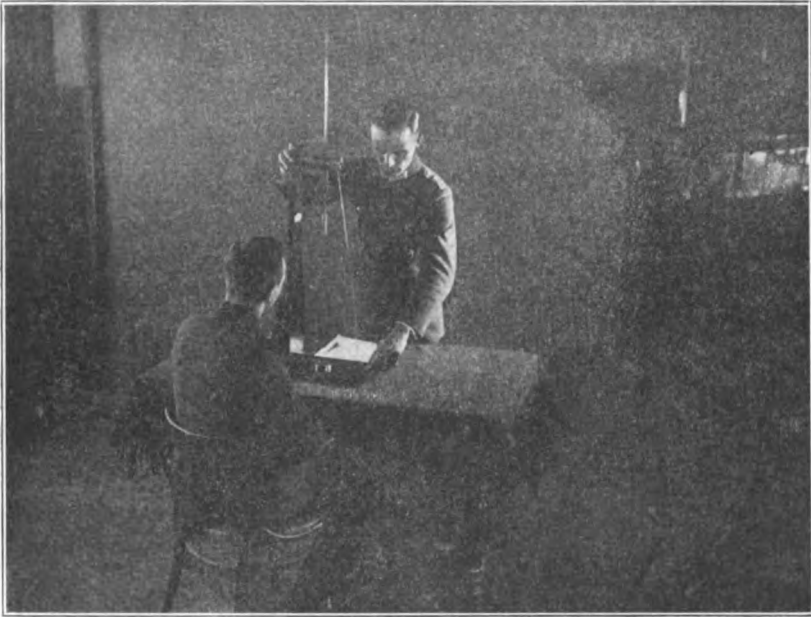


FIG. 5—REACTION EXAMINER. The candidate has to stop a falling weight. The time is rated.

We have not yet appointed our Committee on Narcotics. I will now appoint this committee. It will consist of the following:

Dr. Carleton Simon, Special Deputy Commissioner, New York Police Department, Chairman.

Alfredo Horton Fernandez, Inspector General of Police, Buenos Aires, Argentine.

F. E. Louwage, Principal Directing Judiciary Officer, Brussels, Belgium.

Cortlandt Starnes, Commissioner, Royal Canadian Mounted Police, Ottawa, Canada.

Walter E. Staneland, Police Commissioner, Victoria, B. C.  
S. J. Dickson, Chief Constable, Toronto, Ontario, Canada.

Hon. Alberto Barreras, Formerly Provincial Governor, Havana.  
Louis Lacambre, Police Judiciare, Prefecture de Police, Paris.  
Hermann Emil Kuenzer, Reichkommissar, Reichsministerium  
des Inneren, Berlin.

Salvatore Ottolenghi, Director, Scientific Police School, Rome.  
Colonel Don Martin Barcenas, General Police Commissioner,  
Federal District, Mexico City.

Octavio C. Casanave, Honorary President, Lima.

Colonel Charles B. Borland, Director of Public Safety, Norfolk, Va.

T. D. McCarthy, Chief of Police, Utica, N. Y.

W. B. Mills, Superintendent of Police, Philadelphia, Pa.

Michael H. Crowley, Superintendent of Police, Boston, Mass.

W. F. O'Neil, Superintendent of Police, Providence, R. I.

George G. Henry, Chief Inspector, Baltimore. Md.

E. P. Doherty, Chief of Police, New Bedford, Mass.

Michael J. Mulcahy, Chief of Police, Elizabeth, N. J.

Joseph Dye, Assistant Superintendent of Police, Pittsburgh,  
Pa.

W. H. Hackett, Chief of Detectives, Chattanooga, Tenn.

Colonel Forrest Braden, Chief of Police, Louisville, Ky.

John Marnon, Deputy Chief of Police, Buffalo.

Louis S. Turley, Commissioner of Police, Dallas, Texas.

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PRESIDENT ENRIGHT: Gentlemen, if there isn't anything further to bring before the meeting, I will be pleased to receive a motion that all of the subjects discussed here this evening be now referred to the Resolutions Committee for appropriate action. Do I hear such a motion?

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MR. GUTHRIE (Toronto): I make such a motion.

[The motion was seconded and carried.]

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PRESIDENT ENRIGHT: If there is nothing further to bring before this meeting this evening, I will be glad to receive a motion

to adjourn. I want to say that I expect every member to be here ready for business tomorrow morning at nine o'clock sharp. Please bear in mind that we have two important subjects left over from this afternoon's session which must be taken up tomorrow morning before we begin the regular order of business, and the session tomorrow morning has a very full calendar, so it is necessary that we should be here and ready for business at nine o'clock. I will be here. Won't you please join me?

[Upon motion regularly made and seconded, it was voted to adjourn at ten-thirty o'clock.]

## ADJOURNMENT



THURSDAY, MAY 14, 1925

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SEVENTH SESSION — MORNING

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The meeting convened at 9.15 A. M., President Enright presiding.

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PRESIDENT ENRIGHT: Gentlemen, please be in order.

The program for the morning session deals with the topic "Narcotics," but inasmuch as many of the delegates have not yet come to this room we will take up the unfinished business of yesterday and will resume the regular order of business as soon as some of the delegates arrive.

The order of business which we will now consider is a National Police Bureau.

I might say, under this subject, that the question of a National Police Bureau for the United States has been considered at all of the conferences that we have held heretofore, the idea being that there should be some place in the United States, preferably in Washington, and under the control of the Federal Government, where there would be established a National Police Bureau which would serve as a clearing-house for criminal information of all kinds, and also as a clearing-house through which information respecting improvements in police work anywhere around the world could be received and bulletined to the police departments of the rest of the country.

A bill has been introduced in the United States Congress by Senator Moses. It failed to pass at the last session of Congress, which was a short one, but we have every reason to believe that it will pass at the next session of Congress, which will convene next December.

The President of the United States was pleased to place in his message to Congress last December a very strong statement recommending the establishment of a National Police Bureau along the lines outlined by the International Police Conference. I have no doubt we shall have in this country in a measurably short time a very satisfactory organization of this kind.

However, the International Police Conference at its last session recommended that all nations where such a bureau has not been established should see to it that a bureau of that character is established, not only for their own welfare, but because it would afford a point of contact between similar bureaus of other countries.

Nearly all of the men that are on the list to speak on the subject are now engaged in committee work.

I have the pleasure of introducing to you Major Seyffarth of the Police Department of Berlin, who will speak to you upon the subject of a National Police Bureau.

**POLIZEI MAJOR SEYFFARTH:** Mr. President, and Gentlemen of the Conference: I am speaking here in place of President Kleiboemer, who doesn't speak English very fluently and asked me to make a few remarks.

As mentioned before, the Police of Germany is not under federal law but under the Government of the different states.

The urgent necessity, however, to centralize the prevention and prosecution of crime was recently the cause of passing a federal law. To this effect necessary special details to this law are in preparation.

According to this law the states have the possibility to pass orders for their special territories.

Some central bureaus for fingerprints were established in different cities. One special Central Bureau for Gypsies now exists in Munich.

The Prussian state is about to establish a Central Criminal Bureau in Berlin which is to receive and collect any information for especially severe and dangerous crimes.

From our standpoint it will be necessary that the following crimes should be prosecuted by the central bureau:

1. Political crimes.

At this point I would like to emphasize the importance of this institution for the suppression of anarchism. On account of the special geographical situation in the centre of Europe, Germany is very much in danger to be a centre of all destructive and anarchistic elements.

2. Counterfeiting money.

3. White slave traffic.

4. Obscene and immoral literature.

5. Missing persons and unidentified bodies.

6. International forgeries of passports, checks and notes.

7. Burglaries in hotels, churches and museums.

8. Professional gambling.

This central institution has to keep all the criminal records in Prussia and serves also for the scientific utilization of these criminal statistics.

In addition to this, the central bureau takes care of uniform instructions of Detectives and of all technical equipments.

It is intended to give to the central bureau the permission to communicate directly with all the criminal police organizations of the other German states as well as with those of the foreign countries.

In accomplishing this, an important step towards the co-operation of the Police Institutions of the world will have been

effected, following up the ideas of Commissioner Enright of the City of New York and of President Schober of Vienna.

It is our deepest desire to coöperate as closely as possible with all the Police Forces of the world for the protection and progress of civilization and human society. (Applause.)

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PRESIDENT ENRIGHT: I now have the pleasure of introducing to you Major Napoleon Alcantara, of the Police Department of Tegucigalpa, Honduras. (Applause.)

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MAJOR NAPOLEON ALCANTARA (Police Department, Tegucigalpa): Honorable Commissioner Enright, Honorable Delegates: Another matter of great importance urges me to speak again. This subject on account of its high moral and material value for the defense and security of my country is just as important as the problem of the carrying of firearms; I refer to the establishment of a Bureau of Criminal Identification, with a head office at the capital city of my country.

There are two systems which have been used by many countries throughout the world for the identification of criminals, namely, the Bertillon system of measurements and the Fingerprint System. Both methods have been used, but lately experience has shown us that the Bertillon system is subject to very regrettable mistakes, and though it is true that it has rendered great service, on account of its many requirements, inconveniences and complications, it has suffered in its reputation and and on account of this, the first place is taken at the present time by the Fingerprint System, which is now probably the most perfect, conclusive and most rapid means for the identification of criminals. Of the Bertillon system there remains for us the photograph, which will continue to be an important factor for the identification of persons.

The fingerprint system, which, since time immemorial has been used by the Chinese Emperors, and which during the last thirty-two years has been perfected by Sir E. R. Henry and Vucetich, is considered, in view of the great success obtained by it, as the best system of identification. In spite of the fact that at the present time this system is nearly universally recognized as the most successful system, there are still some who refuse to acknowledge its dependability, its simplicity, its precision and its importance.

This will be one of the great obstacles in the way of introduction of the fingerprint system in a country where its conclusive and convincing features have not yet been introduced. In Honduras, we have not yet introduced this system, therefore, this is the first attempt ever made by anyone in that line; but I am convinced that it will not only be well received by the majority of the citizens of Honduras, who have always been distinguished for their love of justice and for their eagerness to accept new and efficient system, but I am also sure that our citizens will give it their fullest support until we attain our ends.

In connection with the above I beg to advise you, gentlemen, of the organization of a Bureau of Criminal Identification with head office at Tegucigalpa, capital city of my country, as a further means of coöperation among the police departments of the world, and especially of those here represented. At this office there will be adopted as a method of identification the North American Fingerprint System, by Henry, which system I had the opportunity of studying with the kind assistance of the officials of the police departments in Washington and New York.

I trust to God that I shall be allowed to carry out my humble task as it will be of utmost importance for the general welfare of my beloved country.

I thank you. (Applause.)

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PRESIDENT ENRIGHT: I would like to introduce to you Senator Barreras, of Havana, who desires to speak to you briefly. Dr. Barreras.

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HONORABLE ALBERTO BARRERAS: Mr. President and Gentlemen: I wish to have the honor to convey to the Hon. Commissioner, President of this Conference, and the Delegates, the cordial salutation of the National Police of Cuba, upon being honored with the representation of the Cuban Police. I wish to assure you, gentlemen, of the importance and far-reaching results we concede to this gathering of the police heads and police representatives of the greatest number of cities of the world.

Next May 20th, a new change of government will take place in Cuba; such change signifies a new political regime and means the transmission of power and the assumption of a new President elected by popular vote. Now, the Cuban State Department has been notified that mostly all the Latin-American Republics, the United States of America and a large number of European countries will send their special delegations to the inauguration of the New President, and the President-elect, General Gerardo Machado, and the Cuban Government, considering the true and great importance of this International Police Conference, have entrusted me with the pleasant mission of inviting this Conference to send five or six delegates to the inauguration to be the guests of the Cuban Government and with the same considerations as the delegations already appointed by the various governments. I extend this invitation under the impression that it will be accepted and I anticipate my thanks to the Conference; but I suggest that our distinguished President, Commissioner Enright, be permitted to make the designation of such delegates.

I wish now to enter into the principal point of this talk; I have to recognize the fundamental importance of the Police Bureau. In Cuba the various public safety corps are divided in Municipal Police, in Rural Guards, which is a branch of the regular army; the detective forces under the direct control of the Secretary of the Interior; the Judiciary Police, which is under the

control of the Attorney General of the Republic, and a *Confidentes'* force, which acts among the agrarian classes, radical elements and political bodies with the aim of informing the Department of the Interior, which is in charge of public order throughout the nation. All these police forces work in connection with the Police Bureau with headquarters at Havana. The usual services rendered by the police must, of course, always be in the direction of the delinquent and to that effect our police officers in the various police stations notify by code the movements of the delinquent with the purpose that he may be watched in order to prevent crime in its various forms.

If the National Police Bureau, as a system, could have an international organization, or at least international coöperation so the delinquent, upon leaving a railroad station or a port of departure, could be traced and his arrival known, we would not regret cases like those that occurred in the city of Havana and later in Mexico, in which a band of criminals in full daylight, while innocent pedestrians were going about their business, held up a bank in the commercial district of Havana and carried away a considerable amount of money. It is true that the police worked with admirable effort in solving the case, but should an International Police Bureau have existed, the crime could have been prevented. I do not fail to recognize the difficulty of establishing such a detailed system of information for international purposes. And I should add that I attribute such great importance to the National Police Bureau that I consider that any police organization would be very ineffective without that auxiliary service.

In closing, allow me to express my appreciation for the courtesies which I have received from the President and the members of this Conference, and to say that I only hope that I may have the opportunity of reciprocating in Havana to the commission which I trust will go there in response to the invitation which has been made. I am sure that those who go will enjoy the beauties of our scenery, the verdure of our landscape, our blue skies and our traditional and never-ending hospitality. I thank you. (Applause.)

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PRESIDENT ENRIGHT: Honorable Alberto Barreras represents the Republic of Cuba at the International Police Conference. He has invited the International Police Conference to send at least five of its members to attend the inauguration of the Hon. Gerardo Machado of the Republic of Cuba on the 20th of this month, which by the way, is the Independence Day of Cuba. I will be very glad indeed to make the appointment, of at least five members of this Conference, who may be pleased to attend the inauguration of President Machado as the guests of the Cuban Government. If those of you who wish to go will kindly hand me in their names, I will be glad to so designate them.

I want to thank Colonel Barreras for his interesting remarks and for his cordial invitation to visit Havana and fine coöperation in the work of this Conference.

Is there anybody who wishes to say something on the National Police Bureau? As far as the United States is concerned there is pending a bill in Washington now and we believe that such a Bureau will be established in the very near future and we ask the strong support of every member of this Conference, who comes from any city of the United States, for this measure. We also ask, through the representatives here, for the support of all civic organizations and of the public in general. The bill has been introduced by Senator George Moses, of New Hampshire, and will come up at the next session of the Senate, which will convene the first week in December. I think it is absolutely necessary for every Government to have such a Bureau, and I hope they will all have it by 1927.

Is there anything further under the head of National Police Bureau? Secretary McKay has a communication from Mr. G. P. Wang, of Peking, which he will read at this time.

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SECRETARY MCKAY: The following letter was received from G. P. Wang, of Peking:

"HONORABLE RICHARD E. ENRIGHT,  
President, International Police Conference,  
New York City, U. S. A.

Dear Sir:—I beg to acknowledge receipt of your esteemed invitation to attend the International Police Convention to be held in your great city on May 12-16, 1925.

I have recently assumed the Vice-Directorship of the National Police Bureau and also been appointed Dean of the National College for the Training of Public Officers.

Owing to the pressure of new duties in connection with these offices, it will not be possible for me to leave the country at this time, and so to my great regret I have to forego the pleasure of accepting your kind invitation and the honor of attending the forthcoming Convention. All the more do I regret this, as it will mean depriving myself of the privilege of seeing you again and of renewing the acquaintance which I greatly value.

I shall consider it a great favor if you would send me a copy of the report of the proceedings of the Convention and also a complete set of the Police Journal, the official organ of the International Police Conference, for the library of the National Police Bureau of China.

I take this opportunity also to inform you that the Minister of the Interior, through the Wai-Chiao-Pu, has instructed the Legation at Washington to send a delegate to your Conference to represent China and that he will convey the personal greetings of the Minister of the Conference.

Assuring you of my high regard and my best wishes for the success of the Conference, I have the honour to remain,

(Signed) G. P. WANG.

**PRESIDENT ENRIGHT:** General G. P. Wang of China attended the International Conference here two years ago and is one of the officers of this Conference. General Wang has stated in this communication that he has already established a National Police Bureau in China; furthermore, that they have established a school for the training of officers in the Republic.

If there is nothing further to offer under this heading, I will be glad to consider it closed and will be pleased to receive a motion to that effect.

(Upon motion of Commissioner Staneland, regularly seconded, it was voted that the discussion on the National Police Bureau be closed and that the subject be referred to the proper committee to be reported on later.)

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**PRESIDENT ENRIGHT:** We will take up the topic deferred from yesterday of "Firearm Legislation." We will again hear from Major Seyffarth, of the German Republic.

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**POLIZEIMAJOR SEYFFARTH:** Mr. President and Gentlemen: Before the war the possession of firearms in Germany was regulated by various state laws.

After the war all kinds of arms were in the hands of the population, the police, however, in many towns, had no arms; they had been taken away by rioting bands.

So that you may realize the situation fully, I am going to mention the fact that several hundred policemen in Prussia alone lost their lives in the struggle with unlawful and anarchistic elements.

It became an urgent necessity to bring about a drastic change to make it possible again to maintain law and order.

In January, 1919, governmental order was given which made the possession of firearms by anyone without special permission unlawful. The punishment for violation of this order was imprisonment.

The interest of peace and order demands a federal law to this effect. This law should, according to our opinion, contain the following points:

1. Licensing of the manufacturing of all kinds of firearms and close supervision.
2. Licensing of sale and distribution.
3. A special permit must be necessary for the acquisition of firearms in any manner.
4. An additional permit must be necessary for the carrying of firearms.

The police have the greatest interest to limit to the utmost the possession of firearms.

As far as possible the police of Germany are now working toward this end. (Applause.)

**PRESIDENT ENRIGHT:** The question of limiting or regulating the manufacture and sale and distribution of firearms that can be carried upon the person has been considered by the International Police Conference at the three last meetings.

A very efficient bill regulating the manufacture, sale and distribution of firearms has been presented to the Congress of the United States at different sessions during the last two years. Just now there is pending before the Congress a somewhat elaborate bill introduced by Senator Copeland of the State of New York. This bill has met with some opposition from the manufacturers of firearms, and from some persons who feel that they are not properly equipped unless they are carrying a six-shooter.

However, the bill with some modification seems to meet with general approval, and we have every reason to hope that some form of firearm legislation will be passed at the forthcoming session of Congress.

We have in the State of New York a so-called Pistol Law. It has been in operation for some fifteen years or more. It works very well. The sale of firearms to persons who are not entitled to them has particularly ended so far as this city and this state is concerned, but no matter how good our state law may be, and how well it is lived up to by the people of this state, criminals and others have no difficulty whatever in obtaining all of the firearms that they need, because they can get quickly beyond the border lines of this state and return here in half an hour with all of the firearms that they require. Furthermore, picking up any of our magazines and some of our newspapers, especially the Sunday editions, you will find advertisements saying that any kind of firearm, foreign or domestic, will be shipped to anybody by mail or upon the receipt of a money order, or they will be delivered C. O. D. They will be brought to you by the mail man or they will be brought to you by the expressman, and so our pistol law is vitiated considerably.

We are trying to get some coöperation from the Interstate Commerce Commission and we are also trying to get the help of the Postmaster General to see if we cannot prohibit the transportation of firearms through the mails.

We are making some progress in another direction. One of the very largest wholesale mail-order houses in this city, that is, Butler Brothers, of which Colonel Walter Scott, whom many of you know, one of the Honorary Commissioners of the Police Department of this City, is Vice-President.

In response to the arguments which he listened to at the last International Police Conference and also in response to what he had heard at different times respecting this dangerous traffic, they have taken firearms entirely out of their catalogue. It means a very heavy loss to them, because they did a very large business in firearms. Following in the footsteps of Butler Brothers, another famous mail-order house—Sears-Roebuck—has also taken



firearms out of their catalogue and they are no longer handling firearms that can be carried on the person.

A campaign is being carried on through the various Chambers of Commerce and through a very efficient form of publicity in the hope that we may get all reliable houses who are dealing in firearms to discontinue the practice.

Of course, there will always be the small dealers, and these other houses that I refer to, who are advertising that they will send firearms through the mail or over the express lines, but I think that in a very short time—I hope it will not be more than a year or two—we will have some efficient legislation in this country; that is national legislation, that will assist us materially, and in the meantime we will try to have the police of the various states carry on a campaign of publicity to that end.

I should like to ask some of the delegates who may be here from New Jersey if that law that was introduced in the New Jersey Legislature at its last session finally passed and became a law. I think it was somewhat similar to the Sullivan Law in that state.

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CAPTAIN JOHN J. OHRENBERGER (Elizabeth, N. J.): That law was passed in 1924, or the latter part of 1923. It is a violation of that law for anybody to carry a firearm, even to pass through the city with a firearm in his automobile, or in his satchel, or anything of that kind.

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PRESIDENT ENRIGHT: Firearms cannot be carried at all?

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CAPTAIN OHRENBERGER: Not on the person.

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PRESIDENT ENRIGHT: Can firearms be sold in New Jersey?

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CAPTAIN OHRENBERGER: Yes, they can be sold in the stores but they must be sold only on a permit which is to be investigated by the Police Department to see that the party who has purchased the gun is a reliable party and thereafter they have to get a permit from the Supreme Court Judge of this district to carry the firearm.

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PRESIDENT ENRIGHT: That is encouraging, because New Jersey, being very near us, was a great source of supply.

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CHIEF P. S. KIELY (Plainfield, N. J.): No citizen is allowed to carry a gun in the State of New Jersey. He must first receive the sanction of the Chief of Police; from there he goes to the Prosecutor, who also investigates the case, and then to the Judge of the Supreme Court of the State of New Jersey.

Guns can be sold. That is the weak part of the law.

The Chiefs are supposed to investigate and see that no guns get into the hands of people who should not have them.

As far as New Jersey is concerned now, we are fairly well provided with law with reference to carrying guns.

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PRESIDENT ENRIGHT: I don't know to what extent the various states have passed such a law as the one which we have in this state and as they now have in New Jersey. It seems to me that if all of the states haven't done so, it would be very advisable for the Police to have such a law enacted if possible.

Are there any other states here, or representatives from any other states, who can report that they have such a law?

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MR. JAMES H. MCKENNA (Chief of Police, Waltham, Mass.): We have a very stringent law in our state. A party has to apply to the Police, the Judge of the Court and the Mayor for a permit and he has to give reasons why he wants the firearm. We handle it very well in our state, but I have learned of late that there are very large quantities of firearms being imported into this country and a large proportion of them go to these mail-order houses and they are shipped from these houses through the mails in a parcel with the contents unmarked, and nobody knows anything about what is in that parcel, or who is getting the gun other than the dealer and the purchaser.

Now it is very evident from this that the State law is not going to help us very much if these mail-order houses are going to distribute these guns all over the country.

I will give you a little instance which occurred.

About two months ago a lady went to the Postmaster and said to him: "My husband has been drinking hard for about a month. He has made all kinds of threats that he will kill me and he will kill the children and he will kill himself."

"Now," she said, "he has ordered a revolver through the mail, and will you please refuse to give it to him when it arrives at your office?"

"Well," he said, "I don't know that I have any right to refuse him, but I will hold it up the best I can until I can communicate with the Postal Department."

Well, he wrote to the Postal Department and after a few days he got a letter back: "There is nothing you can do but deliver that parcel, but I should suggest that you get in touch with the Police Department."

The Postmaster came to me and told me the circumstances.

I said: "All right. You hold the gun until I can get a man out on the street there in front of the office and when he comes, let him have it and we will pick him up and lock him up."

But I had a man there for four or five days. This man didn't come for the gun during that time. But in the meantime, while we were waiting, two more parcels came in similar to this one we were waiting to get and they were addressed to foreigners. The other man was an American, and while we were waiting for Haggett, the name of the man who had ordered the first gun, for the man who had ordered the first gun, a bootlegger came there and called for one of these guns, and we got him as he came out of the office.

We took him over to the station and opened up the parcel and found a cheap gun, very rough finish, five-shot, 38-calibre, and C.O.D. was marked on the package and the price of the gun was \$8.

A good gun of that calibre would be worth double that money.

I made some inquiry about it since, and they say that these guns are being shipped from across in very, very large quantities and they say they are manufacturing a gun in China, an imitation of the Smith & Wesson, which I think cost somewhere around \$18 or \$20, and this imitation gun is sold for \$8.

This gun that we secured had no number on it and there was no manufacturer's name on it. It had just the word "Spain." From what I could learn, it was imported from Spain.

If they can ship three guns into my little city in ten days, what are they doing all over the country in these mail-order houses?

We can't do a thing without getting assistance from the Federal Government.

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PRESIDENT ENRIGHT: I agree with you, and we will do everything we can along that line.

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CHIEF MCKENNA: I might add here that, of course, this man was fined \$100. It was published in the paper. A day or two after the Postmaster got word from these other two persons they didn't want the guns; and to send them back to the house.

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PRESIDENT ENRIGHT: Our Chief City Magistrate here made the statement a short time ago, I think I can quote him substantially correct, that in 1923 there were more than 1,000,000 imported into the United States which were revolvers of foreign manufacture. He is a very strong advocate of restrictive legislation, but we won't get it unless the police all over the country unite, get the support of their Congressmen and Senators and also get the support of civic organizations like the Board of Trade, Merchants' Association, Chambers of Commerce and so forth. We should see if we can't get a combined campaign started that will bring about the desired results. There will be great opposition to this measure, I can assure you. Of course, firearm

dealers and manufacturers are opposed to it and there are a good many people who think they ought to have the right to carry a gun. Just why they think so, I have never been able to understand. But there is a large number of people who feel that way about it.

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**PRESIDENT ENRIGHT:** The subject of firearms legislation is now under discussion. Lieutenant Colonel Seif desires to speak on this subject.

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**COLONEL SEIF:** Mr. President and Honorable Members of the Convention: I am greatly honored and deeply enjoyed of the membership of this prominent assembly, and I consider it my duty at the same time to offer my very best thanks and greetings in behalf of my Government as well as the Chief Organizer of the Persian Police Force to the Honorable Richard Enright, the Chief Commissioner of the Police of New York City, who is really the main cause of this reunion and the true leader of the whole movement.

Gentlemen, though you do not know many things about the conditions of Persia, from where I am honorably represented, but anyone who has once glanced the ancient history of the world knows more or less about it and he does not find it necessary to relate in detail about the old home of Darius the Great, one of the most important kings of the prehistorical ages. Persia, I should say, is one of the farthest countries to America, but one of the nearest friends all the same, and I am sure that this friendship will last forever.

Finding the above mentioned part enough as introductory, I will commence to go through the subject which concerns me. It is about firearms legislation, that is to say, one of the greatest questions which has a great deal to do with the public safety and general security of every country and nation of natural development of human beings.

I should say that part of the inhabitants of Persia consist of Nomad people, who are learning almost in the frontier sides of it. These people, generally possessed of every kind of firearms as well as cannon and for long years they discharged the Central Government, owing to their personal forces and strength. They always caused great sorts of difficulties for the officials, and, sometimes attacking the cities and towns which were in their vicinity, were plundering and slaughtering their compatriots in a pitiless manner. The firearms in the previous times were of the same kind of easy article for merchandising among the tribes and through them a great deal of different systematized arms were introduced into the cities and towns, sold at a cheaper price; notwithstanding the seriousness of the case, a great number of the inhabitants had been well armed in this way.

From a few years since, owing to the organization of a well-disciplined army which is carried on by the actual premier of Persia, as well as the organization of the police, not only those

mischievous and unfaithful parties of tribes are quite disarmed and rendered obedient, the inhabitants of the towns and cities, too, do not possess any; except a non-important number of them, who are given some rifles or pistols by issuing licenses under the very strict conditions. We should say that, by a comparative and mutual activity, the authorities have satisfactorily succeeded to put an end to the outrages of that kind of people and have already saved the lives of thousands of human beings, which might have been vanished in that way.

The rules and regulations concerning firearms is very strict in Persia. Except those who are good characters and well renowned people, no one is allowed to have any arms of any kind.

The licenses to be issued should bear the full addresses of the applicants as well as their nationality, and so on.

The name of the one who stands as a security or bale to the applicant should be registered in the special book, which should be signed by him.

The license should have a photograph of the holder of the arm, and some other efficient and distinctive conditions which enable the authorities to fulfill their duties as perfectly as possible.

I should confess that the part of the procedure of New York Police referring to the pistol licenses and pistol records, etc., is a very efficient work. By the execution of those instructions and rules, certainly no one can have better success about the case. I am indeed greatly interested in it.

I should not take the time of the assembly any more. I hope to find opportunity of developing the idea better than this for another suitable time. (Applause.)

PRESIDENT ENRIGHT: Major Alcantara, of Honduras, will speak on the subject of firearms.

MAJOR ALCANTARA: Mr. President, Honorable Delegates: This matter, which I consider of vital importance, inasmuch as the general good of my country is concerned, prompts me to say a few words here. I assure you I do not intend to give you any surprise by referring to new ideas, as you are undoubtedly very well acquainted with all these matters, because all of you are authorities in the rather difficult science of police affairs.

It is two years since the International Police Conference, presided over by the honorable and distinguished Commissioner Enright, successfully closed its proceedings in this great city of New York. At that time I had the honor of being present as a delegate of the Government of Honduras, representing the national police force of my country, and it was during the debates at that Conference that I conceived the idea to which I beg to refer now.

At the present time my country is free from such dangerous and pernicious elements as, for instance, the smuggling of narcotics, the danger of anarchists, and secret societies, which as it is so

well known in all countries are the cause of horrible crimes, and are therefore a constant menace to public security. Fortunately, in my country we do not have to face these difficulties, but we encounter, however, a danger which on account of circumstances up to the present time, has been next to impossible to control and destroy. I refer to the importation, sale and purchase of firearms and other weapons.

There is no restriction whatever in my country in regard to this, so that at the present time nearly everybody in the cities and towns carry firearms or other weapons.

In addition to this, the use of alcoholic beverages is absolutely unrestricted. Resulting conditions are, therefore, made worse. There is no law in regard to this, either. We expect, however, to soon have a law the same as some other countries have provided.

Nearly all the nations who sent representatives to the last Conference, as, for instance, the United States, England, Japan, China, Germany, France, Denmark, Italy, Brazil and some others, have issued laws in regard to this, and Honduras will also promulgate such a law. That is why I was inspired to draw up a plan which I shall submit to the Government of my country, in order that a special law may be adopted for the regulation of carrying, selling and purchasing firearms.

I do not question that the Government of my country will accept in a favorable spirit my beneficial project, as the carrying out of it is of the greatest importance, and its results will not only benefit all classes of people, but the country at large.

With your kind permission, gentlemen, I beg to read the bill which I shall submit for the consideration of the Legislature of my country.

#### BILL ON THE CARRYING OF FIREARMS AND WEAPONS

Section 1. Nobody may, within the boundaries of the cities and towns of the republic, carry either in a concealed manner or openly firearms, or cutting, piercing or striking weapons, such as rifles, guns, revolvers or pistols, razors having a blade more than three inches wide, knives, cutlasses, rapiers, daggers, poniards, sticks, gauntlets, loaded sticks and knives, clubs and bludgeons or any other kind of instrument of whatever shape or material that may cause a blow or an injury.

Section 2. The following are allowed to carry firearms and weapons within the boundaries of cities and towns: 1. Public officials and employees and governmental agents. 2. Army men in active service. 3. Professionals to whom arms and weapons are indispensable for the practice of their professions or who in view of their profession, are bound to go out at night or to visit suburban places. 4. Managers, editors and reporters of daily recorded newspapers. 5. Persons in charge of agricultural industrial companies, paymasters, foremen and industrial and agricultural contractors.

Journeymen, artisans and workmen may carry the tools of their trade only upon their going or returning from the place at which they work. 6. Those who hold a license granted by the proper authority and under the provisions of this law. 7. Those who enter or leave towns or municipal districts and require to protect themselves.

Section 3. The Police Commissioners and the Judge of the Police Court in the capital shall be the only officials authorized to issue licenses to carry prohibited arms and weapons.

Section 4. To secure the license referred to in the foregoing section the applicant shall file a written application with the competent local authority, reciting explicitly that he is a citizen vested with full civil and political rights, and that he is more than twenty-one years of age, that he knows how to read and write, that he is a man of good morals, that he has never been convicted of a crime, and setting forth his address, the applicant to furnish proof that he owns real property within the republic valued at not less than 5,000 pesos or a business valued in excess of said sum or that he has an income corresponding to such capital. The Police Commissioner or the Judge of the Police Court, as the case may be, shall apply for information as to the matters aforementioned. The municipal authority shall give his reports after a careful investigation of all the points concerned.

Section 5. The Police Commissioners or the Judge of the Police Court in the capital, upon all the foregoing circumstances having been duly ascertained, shall issue to the applicant a warrant evidencing payment of the sum of 10 pesos to the municipal treasurer of his domicile (in the capital this payment is to be made at the national treasury). Upon proof being exhibited of such payment the aforementioned officers shall issue the license. Such licenses shall be vised by the departmental government or local director of police in places other than the capital of the republic and in the capital of the republic by the Director General of the National Police. The Directors of Police shall keep a record of the licenses issued and entered, and no license shall be valid unless this requirement has been complied with.

Section 6. There shall be followed the same proceeding for the issuance and recording of licenses to carry hunting rifles, guns or sporting firearms, but in no case hunting or the firing of arms by way of amusement or by way of target practice shall be allowed within the boundaries of cities or towns.

Section 7. He who carries prohibited arms and weapons in violation of the provisions of the law shall be punished with the sequestration of the arms and weapons, which will be destroyed, and with a fine of from 10 to 25 pesos. Second and further offense will be punished with one month in prison besides the fine aforementioned and the sequestration and destruction of the arm or weapon.

Section 8. Nobody is allowed to keep at home more than twenty kilos of powder, bombs, dynamite or any other explosives.

Violation of this provision shall be punished with a fine of 100 pesos or with 90 days in prison with hard labor.

**Section 9.** Nobody is permitted to explode bombs, rockets, petards or other fireworks within the boundaries of cities or towns without a permit; violations are punished with a fine of 25 pesos or with twenty-five days in prison with hard labor.

**Section 10.** He or those who fire firearms within the boundaries of cities, towns, villages or other inhabited places, whether or not he or they have a permit to carry such arms, shall be punished besides the seizure of the arms, with a fine of from 100 to 500 pesos, or in default of payment, with six months in prison with hard labor. Seized arms shall not be returned and shall be destroyed. He shall not come within the provisions of this article who, being the holder of a legal license, fires his arms on account of a duly proved contingency or who fires same to give an alarm signal or to give an alarm of fire or of crime which is being perpetrated and which requires the prompt intervention of the police.

**Section 11.** Licenses granted by the proper authority for the carrying of prohibited arms and weapons shall be valid for a period of two years; at the end of each period the interested parties shall call at the office of the Director of the Police of their district and have their licenses cancelled. In the event of the interested parties being still men of good morals and being desirous to obtain a new license, they shall apply for same to the proper authority, by whom the license will be granted in accordance with the provisions of this law.

**Section 12.** None may engage in the sale of firearms or firearm ammunition without a written permit to be granted by the Supreme Executive power through the proper minister or through the political government of the Department, as the case may be. These licenses shall be conditioned upon the applicant paying a 5 per. cent. tax on each arm sold, payment of which tax shall be made at the National Treasury. Furthermore, the applicant shall give a bond for a sum of not less than 10,000 pesos.

**Section 13.** He who sells arms and ammunition without the permit contemplated in the foregoing section, shall be punished with a fine of from 1,000 to 2,000 pesos and in default of payment he shall serve one year in prison at hard labor.

**Section 14.** Any person who is engaged in the sale or hiring of arms and ammunitions shall keep a written record showing the name and residence of each purchaser, dealer, hirer or borrower of said arms, together with the description of the arm, of which record a copy shall be sent to the Director of Police and to the Governor of the Department in each month in the course of which sales have been effected, for said officials to take due note of same.

**Section 15.** He who refuses to keep the record contemplated in the foregoing section and to send the copy thereof to the Director of Police and to the Governor of the Department shall be



punished with a fine of 100 pesos, in default of payment of which he shall serve ninety days in prison at hard labor.

Section 16. Firms or persons duly authorized by the Supreme Executive power to sell arms and ammunitions, shall not sell same to persons under the age of twenty-one years, subject to the penalty of a fine of 100 pesos or of three months in prison with hard labor.

Section 17. Any person desiring to purchase firearms shall comply with the provisions of Section 4 of this law as to the application for permits or licenses to carry prohibited arms.

I trust that the Government of my country will accept my project and will submit it to the consideration of the Legislature, so that they can provide the proper law for it. It is offered on my own initiative. I thank you. (Applause.)

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PRESIDENT ENRIGHT: I want to get in the record under the topic "Firearms" an editorial that appeared in the Boston American, written by the famous writer, Dr. Frank Crane, which reads as follows:

"A recent news item stated that Butler Brothers, wholesalers in merchandise, had announced that in the public interest the firm had decided to quit selling revolvers and pistols.

"The company had handled them more than forty years, and its sale within the last decades were about \$1,500,000. The announcement stated:

"The action was taken because of the growing sentiment throughout America against carrying concealed weapons.

"This action was taken by an old and reputable business house and deserves favorable comment.

"It is pleasing, incidentally, because it illustrates a fact that is too often denied or ignored, the fact that big business has a conscience, the fact that business is more and more becoming a profession.

"This means that, under American conditions and under the normal law of growth, business is ceasing to be a mere conscienceless battle of the kites and crows and is more and more beginning to see the great law that is often invisible to the little and twisted minds, the law that no business can enjoy permanent prosperity unless it develops a civic conscience, unless it adheres to the fundamental moralities.

"No one should be allowed to carry a revolver who is not authorized by law to take human life and whose responsibility for so doing is not established and guarded.

"It is the very essence of civilization that men cease to take the law into their own hands and that they hand the matter of protection over to the rightly designated authorities.

**"The United States has passed a constitutional amendment to the effect that alcohol shall not be sold publicly. We have recognized that the consumer of alcohol is a potential maniac.**

**"We ought to recognize that the owner of a revolver is a potential murderer. Of course he may be a potential executioner, as in the case of a policeman or a sheriff. And, in the present condition of society, that may be justified.**

**"But to allow any boy or any weak-minded and irresponsible person to walk into an open store and buy a revolver has no justification.**

**"We come up here again to the old question of personal liberty. Whatever we may think upon this question, there can be no doubt that personal liberty must give way before the interests of the general public.**

**"Picking up a popular fiction magazine the other day on the news-stand I noticed at least a half dozen advertisements of revolvers offered for sale by mail. There must be a tremendous lot of deadly weapons continually bought by the public or such advertisements would not continue to appear."**

Here is a news item that appeared in regard to the matter:

#### **"A DRAMATIC GESTURE**

**"The announcement by the wholesale mail-order house of Butler Brothers that they no longer will sell pistols is not only a highly creditable action, but is an indication of the trend of public opinion against the indiscriminate sale of pocket firearms.**

**"The action was taken because of the growing sentiment throughout America against weapons,' reads an announcement by the company. 'If it is against public interest that concealed weapons be carried, Butler Brothers felt that it was against public interest for them to continue to sell or carry them.'**

**"The company might easily have found reasons against discontinuing a business that amounted to \$250,000 a year. It might have argued that a burglar cannot buy a pistol by mail from a wholesale house, and that the responsibility rests on the merchants who buy from the firm. It might also have argued that criminals can still get pistols from some small retail mail-order houses, so that the action of Butler Brothers would result in no benefit.**

**"Nevertheless, it will result in a benefit. It is a dramatic gesture. When Butler Brothers renounce a \$250,000 annual business because of scruples against coining money out of blood, public opinion is affected, and the entire anti-pistol campaign is immensely strengthened.**

**"Public opinion on this question will eventually bring effective government action. The government should monopolize the manufacture, importation and sale of pistols. The**

weapons should be sold only to public officers, and perhaps to private watchmen and the like. Thus the great majority of criminals would find their supply cut off at the source.

"In addition to this preventive measure, gun-toters should be vigorously punished, and robbery with a gun should result in a much harsher penalty than robbery without a gun.

"In some states such legislation is already on the statute books, but it is not uniformly enforced. Enforcement will be stricter, though, once the Federal Government takes over the manufacture and sale. A pistol is made to kill a man. That's its only purpose. The people knew that, and public opinion will support this form of prohibition."

This clipping is from the Jersey Journal, Jersey City, New Jersey:

#### **"SELL NO MORE FIREARMS.**

"While the efforts to enact an anti-gun law in New Jersey seem to be beset with difficulties, at least one private concern—one of the largest mail order houses in the country, with a branch in Jersey City—voluntarily decided to handle no more firearms. This action, Butler Brothers announces, is taken with the sole idea of removing an increasing menace to public safety. The public-spirited nature of this stand is emphasized by the fact that firearms formed one of the largest lines in the firm's business, which is country-wide.

"Instead of pleading interstate commerce, as well it might, in defense of this particular traffic, the firm takes the more commendable stand that if gunmen and like desperados are to be really checkmated by depriving them of their deadly tools, the place to do the checkmating is where the firearms have been sold. We may pass laws galore against gun-toting, but the criminal will snap his fingers at the laws if he can buy the gun. Make it impossible for him to buy the gun and there will be fewer hold-ups and murders. Thus, Butler Brothers have taken a step in the anti-gun crusade that, if followed by others, would prove more efficacious than a whole chapter of state laws aimed at the same purpose."

Taking up the regular order of business, which is the subject of Narcotics, I have the pleasure now of introducing to you Dr. H. S. Cummings, Surgeon-General of the United States Public Health Service, who will address you upon the Narcotic Problem. Surgeon-General H. S. Cumming! (Applause.)

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DR. H. S. CUMMING: Mr. President and Gentlemen: It is a great pleasure and privilege to come here to New York and have the opportunity of meeting the men from our own and other countries, upon whose intelligence and efficient administration of the law depends so much the happiness of the average individual in the street.

I have had occasion to live both in the Orient and Europe and New York for a good many years, and I have come to the deliberate conclusion that upon the honesty and efficiency of the average policeman in the street and of the Superintendent of Police depends the happiness of a country much more than the character of the Government at some far distant point.

In addition to that, I do not feel like a stranger here because the public health official and the police always work or should work hand in hand. They are both conservators—one of the health of the country, the other of the peace and happiness of the country.

One of the most important problems which confront both of us, one in which we have a community of interest, is the question of narcotics. It is a question about which there has probably been more exaggeration, and more misunderstanding than almost any other public question before either our country or abroad.

X I have been asked to take up one phase of it, the "Relation of Narcotic Laws and the Police to the Narcotic Addiction Problem."

It is desirable to present a picture of what drug addiction is, to describe the character of persons who are so susceptible to addiction, to explain what narcotics do to them, and for them, and what the addict means to society in general before attempting to point out the need for narcotic laws and the place of the police in handling the narcotic addict problem.

Drug addiction as generally understood, especially addiction to the various preparations of opium, is a condition brought about by the continual use of these drugs whereby the body acquires a tolerance to poisonous doses and is unable to maintain itself in comfort unless the use of the drug is continued or a cure is effected. This is the so-called drug habit, and any person who takes one of the addicting opiates several times daily for about three weeks is liable to be afflicted with a mild degree of it. As time goes on and the dosage is increased, the habit grows until a condition is finally reached where it cannot be broken without an ordeal of considerable severity. But the need that the use of the drug itself creates is not all that there is to drug addiction. Each depends upon the nature of the person who becomes addicted.

It is sometimes necessary in the treatment of certain painful conditions to give an opiate for long periods. Patients treated this way acquire the drug habit. They should not, however, be considered drug addicts in the ordinary sense, and no effort should be made to cure them until their original condition is relieved. These cases are not a police problem and they should be handled by physicians exclusively. The same applies to certain old and feeble persons who may or may not have had an adequate physical reason in the beginning to take narcotics to the point of addiction, but who nevertheless did so and now have had the habit for so many years that treatment would be permanently harmful or even fatal to them.

The incurable or excusable cases constitute only a small proportion of the addicts who have been created in recent years, and they have always constituted a minority of the total number. The vast majority of those who have become addicted in recent years have deliberately sought narcotics and they use these drugs as a form of dissipation. These dissipated addicts are recruited from among a neurotic or psychopathic type of persons, many of whom would have been police problems even if they had never become addicted. The worst of them are comparable with the habitual criminal in their nervous instability and in their lack of appreciation of the desirability of conforming to established social customs. The most acceptable of the dissipated type are temperamental or neurotic persons who may be highly intelligent and useful citizens. Such persons dissipate with narcotics because the drugs give them a sense of relief from the underlying sources of their nervous difficulties. Between the two extremes of the dissipated groups are addicts who started off with various grades and types of instability. Many of them belong to that abnormal type from whom are recruited the vast majority of our drunkards, but the most usual type are persons who as boys were problems to their parents, to the school and to the police; they played truant from school; were unmanageable at home, or were neglected by their parents; and committed more or less delinquent acts, such as stealing. Many of this type are on the lookout for a thrill when they grow older. They think they can get it by indulging in a secret, forbidden practice and this is the only motive they have in the beginning for taking narcotics.

The knowledge that addicts are recruited mainly from an abnormal type of person leads to an inquiry as to why these persons are so susceptible. The answer is that they get from narcotics an effect which normal persons do not experience or which they experience in only a slight degree.

Narcotics give them a feeling of peace and calm to which they are not accustomed and which because of its contrast with their usual restless and dissatisfied state of mind is interpreted as pleasure. These people have in their normal state unusual impulses and mental conflicts because of them; they feel inadequate or inferior; their usual restlessness and anti-social conduct is an expression of a compensatory striving against this; or specific acts may be pathological outlets for impulses not properly directed. The narcotic properties of morphine or heroin are sufficient for the time being to remove all of this and to lift these inadequate people in their own imagination up to the level of normal men.

If their power to relieve feelings of inferiority was the only effect that narcotics had, no great harm would be done by them. It is, however, not what these drugs do for, but what they do to the addicts that prompts us to use all reasonable measures to stamp out drug addiction. All preparations of opium reduce functional activity of the various organs and cells of the body and when taken in large quantities, cause more or less emaciation and impairment of the general health. They bring about a state

of lassitude, with loss of energy and ambition. Idleness with its attendant social evils follows, and all of the harmful effects tend to grow worse as the addicts grow older. If cocaine is used, emaciation is more rapid and the nervous system is also harmfully affected.

Because of the various effects of narcotics, many addicts suffer a moral slump; often they are socially useless; a burden to their friends, and a problem to the community. Permanent cure of them is extremely difficult to accomplish because the same instability that originally caused the addiction remains and may even be increased by it. The most promising treatment is a complete change of environment, but this cannot often be accomplished. A hopeful circumstance is that opium in perhaps the majority of cases does no permanent physical harm, therefore, when it is possible to cure a morphine or heroin addict, he is in many instances as well as ever.

There is much misunderstanding about the relation of drug addiction to crime. The public has been led to believe that addicts are maddened by narcotics or are converted by them into self-imagined heroes liable to commit violent crimes and that the jails are full of such criminals.

The effect of opium in this respect is the reverse of alcohol. Opium makes a man effeminate, alcohol makes him a brute; opium soothes, while alcohol maddens him. It is these effects of opium that make it socially so harmful to inferior individuals. Under its influence they are satisfied with things as they are; they are willing for the world to run itself, and for their friends to support them. A man charged with morphine or heroin has lost part of the ambition and impulse he may have had to commit a violent crime for gain or any other purpose. The so-called "inflated personality" and "heroin hero" is no more than this—an inferior man who through the narcotic effect of one of these drugs has temporarily lost his sense of inferiority, together with the restlessness and discontent that go along with it.

There is, however, a connection between drug addiction and violent crime, but it does not proceed from addiction to crime, but in the opposite direction. Criminals are restless, unstable, psychopathic characters who because of their instability are specially liable to become drug addicts. Morphine or heroin will not absolutely prevent these criminals from committing violent crimes, although it inhibits their criminal impulses. When the effects of the drugs wear off they are as bad as ever, and some addicts have long criminal records. The idea that opiates soothe without completely abolishing criminal impulses is based on personality studies of criminal addicts. It finds support in a statistical study recently made of inmates of New York State prisons that harbor none but felons. About 5 per cent of these prisoners are drug addicts. In one period of nineteen consecutive months following the so-called crime wave in New York, 1,460 inmates were admitted to Sing Sing Prison, and of these 5.5 per cent were addicts.

Cocaine is a stimulating drug which up to a certain point makes a criminal more efficient as a criminal. Beyond this point of maximum stimulation it brings on a state of anxiety and fear. The cocaine addict is then likely to think that people are after him and to be ready to run away from them. In this state he is in no condition to deliberately plan and commit robbery or murder, but when in such state of extreme anxiety and fear it should not be lost sight of that, like a terrorized animal, he may strike in any direction and so commit crimes of violence and even murder.

Although narcotics do not arouse criminal impulses, they do tend by their devitalizing moral and physical influence to convert certain persons into criminals.

The prevention of addiction in the unstable class of persons who are so susceptible to it and who constitute the great majority of all addicts of the present day is a problem for the police. Physicians can do very little about it. By educating the public in the facts of heredity, so that fewer unstable people will be born, and by giving such treatment in early life as will prevent the further unhealthy development of persons disposed to nervous weakness, much is being done by the medical profession and much more will be done when more facts are discovered and the agencies working to correct existing conditions are better organized, but this is a part of the larger problem of mental hygiene. No one expects, however, to completely eliminate the mentally unstable. It will then be necessary always to have laws to protect them from the consequences of their weakness.

It was the appreciation by physicians that they could not, unaided, prevent people from becoming addicted that led to the enactment by states, municipalities and the national government of numerous narcotic laws and ordinances. These regulatory measures have added a burden of expense and work to busy physicians, but the profession, constituting the large majority of physicians, appreciates the value of these measures and is heartily in favor of them.

The first anti-narcotic law of importance was enacted by one of the states in 1897. Following this many states and municipalities enacted measures designed to prevent the sale of preparations of opium or cocaine except on physicians' prescriptions. These measures did some good, but they, as a rule, did not attempt to limit the right of any addict to have all the narcotics that a physician might prescribe for him, nor did they interfere with the illegitimate traffic, which, however, was at that time unimportant. Those who have not followed the history of narcotic legislation and are familiar with our present excellent laws will be surprised to learn that prior to 1909 the Federal Government had done practically nothing to restrict the narcotic traffic. In the decade 1900-1909 there was an average annual importation of 148,000 pounds of smoking opium which any citizen of the country was at liberty to smoke in so far as the central government was concerned. During the same period the annual importation of medicinal opium was 480,000 pounds. How badly some restriction was needed

is shown by the fact that for the past few years our importations of opium have averaged about 130,000 pounds and that has been sufficient for all medical needs.

The law prohibiting the importation of smoking opium was passed in 1909. Prior to that time hundreds of persons became addicts merely because it was convenient to smoke and because in some circles it was considered to be quite a desirable experience to do so. Addicts are still met with who started years ago as smokers and who have had their lives ruined because of the events that followed these early experiences. The Harrison Law, passed in 1915, was still more important. This was a revenue law, but it was designed to limit the use of narcotics to strictly medicinal and scientific purposes. This law made it impossible for addicts who had no good reason for continuing their addiction to secure narcotics legally. The result was that thousands applied for treatment all over the country and were cured, and others cured themselves merely by doing without the drug for a short period.

Perhaps the prevention of addiction has been the greatest benefit that has been derived from this law. Before its passage people suffering with real or imaginary diseases bought opium or preparations containing opium and dosed themselves until they became addicted. The same result was brought about by the refilling of their doctors' prescriptions. This was not dissipation but ignorance, and many who were addicted by these two methods were normal, law-abiding citizens. All of this has been changed so that no law-abiding citizen is now in danger of being made an addict unnecessarily. The good results are reflected in studies recently made into the immediate cause of the addiction. Prescribing by physicians and self-medication are now relatively unimportant causes in nearly all sections of the country. Doctor Simon has reported that of some 9,500 addicts he handled in New York during a period of three years, about 98 per cent attribute their addiction to the influence of evil associates. Practically the same situation as to etiology has been observed by other workers.

One of the good effects of the severe narcotic laws has been to furnish an adequate motive to addicts for cure. Some of them would not be moved by any measure that did not threaten punishment. Every year numbers of addicts apply for treatment for no other reason than they desire to avoid a penal sentence. The motives of others is to escape from the poverty that the high cost of peddled narcotics has thrust upon them. It is of course known by everyone familiar with the subject that the majority of these unstable addicts relapse, but in the course of time the more normal of them are permanently cured. One reason for the present high frequency of relapses is that the addicts have been worked over so much that only the most pathological of the older cases remain and the newer cases are in the beginning very unstable. Not much can be expected of a man who deliberately defies the law and the penitentiary in order to start a form of dissipation that he knows will in the end make an outcast and dependent of him.



Our restrictive laws have undoubtedly stimulated smuggling and the illicit domestic traffic, and some who have been deceived by the great numbers of addicts that our courts now handle have said that the laws have caused an increase of narcotic addiction. If the illicit traffic were stimulating the creation of new addicts, Doctor Simon could not report as he has done—that out of the thousands of cases handled by his bureau in New York last year only seven new recruits to narcotic addiction were found, nor would improved conditions be reported from other sections of the country.

Other laws dealing with narcotics have been enacted since the passage of the Harrison Law, and the United States probably now has the most comprehensive system of narcotic drug control in the world.

Although the laws have been beneficial to addicts, to would-be addicts, and to society in general, there are cases that seem to have been rendered less useful to themselves and to society because of them. These cases have not slumped socially because of a lack of narcotics, but because they have been unequal to the task they set for themselves of defying the law. They were originally so psychopathic that they, having tasted narcotics, prefer all the inconveniences of a life of addiction to abstinence from them. There should, of course, be no relaxation of generally useful measures for the doubtful value to be derived from allowing such abnormal individuals to freely dissipate merely because they intend to do so anyhow.

There is another class of cases, already referred to, some of whom have been indirectly harmed by the laws. I refer to the legitimate incurable addicts, mostly old people, who in some instances have been allowed to suffer because of the fear their physicians had that they might in some way involve themselves with the law if they continued to prescribe for them. The suffering in these cases is not chargeable to the law, but to a misunderstanding of it. It is probable that a more generally charitable view toward addicts would avoid the unfortunate situation in these cases. Addicts should not be looked upon as moral perverts merely because they are addicts. Some are honest, industrious citizens. Many of them were given such a poor heritage by their parents that they could not resist temptation and most of the others have been rendered weak and non-resistant by their addiction. No unnecessary harshness should be meted out to them, but a certain measure of discipline is desirable if they are to be saved from themselves. The smuggler and the peddler, no matter under what guise they work, should be handled severely. If the illicit traffic that they keep alive could be stopped, all the addiction that it is desirable to cure or to prevent would disappear and there would be no addiction problem.

In summing up we may say that the addiction situation in this country has been greatly improved by the measures that have already been adopted. Physicians are not now responsible for making addicts. The duty of physicians is to prevent addiction

as far as it is possible to do so by attention to the broader problem of mental hygiene, and to treat persons who become addicted. But narcotic addiction can only be kept within bounds by law intelligently enforced by the various enforcement agencies. Its control is, therefore, mainly a police problem. (Applause.)

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**PRESIDENT ENRIGHT:** We are very grateful to Dr. Cumming for coming here and delivering this very splendid address on this most important subject. We thank you very much for taking the pains to prepare this address and for giving us so much of your time. You are doing a good service to us and to the public.

The next speaker on this question was to have been Mr. F. W. Cowan, Chief of the Narcotic Branch of the Department of Health of Canada. Mr. Cowan is ill and unable to come here today, but we have the Assistant Deputy Minister of Health, Dr. D. A. Clark, of Ottawa, Canada, who will read the paper which Mr. Cowan intended to read had he been able to attend this Conference.

I now have the pleasure of introducing to you Dr. D. A. Clark, Assistant Deputy Minister of Health, Ottawa, Canada. (Applause.)

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**DR. D. A. CLARK:** Mr. Chairman and Gentlemen: Just a word of explanation at the outset: Mr. Cowan is the Chief Executive Officer of the Narcotic Branch of the Department of Health of Canada. As your President has just explained, he has been very ill and the duty of presenting to you the Canadian aspect of this problem has fallen upon myself.

The Honorable Dr. Henri Beland, the Minister of Health and Soldiers' Civil Reestablishment for Canada, is the Minister of the Crown responsible for the administration of the Narcotic Drug Act of Canada. I occupy the position of Assistant Deputy Minister of his department and Mr. Cowan, as I have explained, is the Chief Executive Officer administering the narcotic drug branch.

The narcotic drug traffic, or, in other words, the illicit use of the various drugs which compose the narcotic group, such as morphine, heroin and cocaine, is one which, for some reason or other, affects both the United States and Canada to a greater degree than, perhaps, any other countries in the world. Generally speaking, there is no narcotic problem in European countries, or in the British Isles, with the exception of a few of the larger cities, such as London, Paris and Berlin, and only to a very limited extent in these cities; therefore it is not hard for us of this continent to understand why the peoples of the various countries in Europe fail to grasp the immensity of this problem, or to understand the nature of the narcotic drug habit, and its co-related traffic.

This, sirs, may be construed by many as a very bold statement, and open to challenge, but it is only necessary to review briefly the discussions which took place at Geneva in November last, between the representatives of some forty-six nations assembled in convention for the purpose of trying to arrive at an agreement to control the production, manufacture, sale and distribution

of these deleterious drugs, so as to confine the amount produced, or manufactured, to the legitimate medicinal requirements of the world, to be convinced that the great majority of the representatives at that conference had little idea or conception of the immensity of this narcotic problem, as it affects the peoples of this continent.

From a perusal of the discussions which took place at the conference referred to, one is struck with the fact that the majority of the representatives were, apparently, concerned primarily with the trade or commercial side of the problem, rather than the great moral issue involved, namely, the humanitarian side of the question, the tremendous amount of misery and suffering caused by the over-production and by the indiscriminate distribution of narcotic drugs. From statistics available as to production, it has been shown that approximately ten times the amount actually required for legitimate medicinal use is produced annually, and as there are no large stocks being accumulated in any country that we know of, it is fair to assume that the great bulk of these drugs produced and manufactured find their way into illicit consumption, so that the basis of the whole issue is in reality a purely commercial problem, or a matter of dollars and cents.

The opium problem, so called, in the restricted sense, has never been a serious problem in Canada or the United States, or, for that matter, in other parts of the world outside of China, India, and other Far Eastern countries. The habit of chewing or smoking opium is confined almost exclusively to the Hindu or Chinese races, and it is peculiar to the natives of those countries, wherever you find them.

Bad and all as the use of opium is, when used or consumed indiscriminately, or for other than strictly medicinal purposes, the effect on the user is incomparable with the effect of morphine, heroin or cocaine, particularly the first two mentioned drugs, and therefore it is of vital concern to us on this continent that the agreement concluded at the Geneva conference last year be subscribed to by those European countries in which the great bulk of the world's supply of these various salts and alkaloids is produced; and a sincere effort made to carry out the terms of this agreement, by licensing all chemical establishments and by exercising close supervision over the manufacture and distribution of these various drugs, and by restricting the amount exported under license, granted only after authority has been received from the government of the importing country. We in Canada feel that this agreement, if sincerely carried out, will go a long way towards solving this important problem, by automatically closing the avenues for the illicit supply.

This narcotic drug habit or problem, as you know, has grown up on this continent during the past decade or two, and its continuance has been made possible solely through the fact that unscrupulous individuals could go abroad from Canada and the United States to European countries and purchase unlimited amounts of these drugs, so long as they produced the necessary

gold, irrespective of whether they were engaged in the legitimate drug trade or not. Many instances could be cited of cases where the facts are available to substantiate these statements where individuals of the lowest type of humanity were able to proceed to European countries and deal directly with the manufacturers, for the purchase of enormous amounts of these drugs for illicit purposes, and even were able to arrange to have these drugs packed and marked for shipment in such a manner as to conceal the true nature of the packages, which, on the face of it, is evident to the ordinary observer that the dealers from whom these drugs were purchased must have known that they would be used solely for illegal or illicit purposes, and that our fair lands would be flooded with these illegal supplies, by these unscrupulous drug peddlers, causing untold suffering and misery to hundreds of thousands of those poor, miserable wretches who were unfortunate enough to become enslaved to this awful habit, to say nothing of the trouble, anxiety and expense to their many friends and relatives, and the enormous expense to the state in attempting to eradicate the evil.

Until these European countries are prepared to exercise the discretionary powers which unquestionably they possess to control the manufacture and distribution of these various drugs, so as to make it impossible for other than legitimate supplies to reach us, we must fall back upon our own resources, and look to our native laws to stem the tide and to stamp out this traffic in our midst, or, at any rate, to prevent the spread of the habit among the rising generations.

As you are no doubt aware, sirs, our Constitution in Canada varies greatly from that of the United States. Under the British North America Act, the Federal Parliament of Canada has exclusive jurisdiction with regard to all criminal legislation, and therefore the Opium and Narcotic Drug Act of Canada, being a criminal statute, is the law of the land. The onus of enforcing criminal law is, however, generally speaking, a duty which falls upon the various provinces and municipalities, although all authorities, Federal, Provincial, or Municipal, have equal status in all courts of the Dominion in the enforcement of any Federal statute.

Under our narcotic laws the Federal Government, through the Department of Health, administers the licensing system with regard to all narcotics imported, exported, manufactured, sold or distributed throughout the Dominion, through ordinary trade channels, such as wholesale and retail druggists, physicians, veterinary surgeons, dentists, etc. A separate license is required in connection with all shipments of narcotics, either imported into or exported from the Dominion, and all wholesale drug houses and manufacturers are licensed to deal in such drugs, somewhat similar to the provisions of the Harrison Narcotic Law of the United States of America.

Under this licensing system, which has been in force for the past five years, the amount of narcotics imported through the legitimate trade channels, has been reduced by approximately eighty per cent in comparison with the amounts imported prior

to this system being inaugurated. In addition to administering the licensing system, the Federal Government, through the Department of Health and the Royal Canadian Mounted Police, working in coöperation with the Department of Customs and Excise, endeavors to prevent, in so far as possible, narcotic shipments reaching the country through the so-called underground channels, or, in other words, by concentrating in the large ports of entry, to intercept these illicit supplies and apprehend the smugglers, believing that the policy of tackling this problem at its base is the only one by which any material results can be obtained. In addition to this, Federal authorities through the Department of Health, work in close coöperation with the provincial and municipal authorities throughout the Dominion in the enforcement of the act, and lend them every assistance possible.

Our narcotic laws in Canada are among the most drastic and far-reaching in existence in any country in the world at the present time. Under the Opium and Narcotic Drug Act, it is an offence for any person to have in his possession any drug (morphine, heroin, cocaine, opium, etc.), without first obtaining a license from the Department of Health, unless such drug was lawfully obtained, i.e., by virtue of a physician's prescription, etc. Under the law the onus of proof is upon the person charged with such an offence, to prove that he had a license or that the drug in his possession was obtained by lawful authority. Generally speaking, such proof is upon the Crown or prosecuting authorities. In this instance the procedure is reversed. Under the old law, it was necessary for the police to prove a sale in order to secure a conviction, but this was found by the police authorities throughout the Dominion to be very difficult, if not almost impossible in the majority of cases, owing to the methods employed by these traffickers for distributing their wares.

It is also a criminal offence under our law to import into or export from Canada any narcotic drug, or to cause to be taken or carried from one place in Canada to another place in Canada any such drug, without first obtaining a license, or to pack or ship any such drug, unless the package is properly marked so as to indicate the true contents of the package.

Provision is made for proceedings either by way of indictment or for summary procedure. The minimum penalty under the law is to a term of not less than six months in prison, and to a fine of not less than \$200 and costs. The maximum penalty under the law is to a term of seven years' imprisonment and to a fine of \$1,000 and costs, or to both fine and imprisonment, and in default of payment of the fine, to a further term of imprisonment, not exceeding eighteen months. The provision making it possible to proceed before a Police Magistrate in minor cases results in a very great saving of time and expense. The option as to whether proceedings shall be by indictment or of a summary nature rests entirely with the Crown or prosecuting authorities, and not with the accused. In addition to the penalties already referred to, the law provides that in the case of a sale of narcotics to a minor, the

court may order the lash, in addition to the penalties already mentioned.

Under the Federal law, it is further provided that narcotics may only be sold by a druggist on a written order or prescription, properly signed and dated by a duly authorized and practising physician, veterinary surgeon or dentist, and no such prescription can be used to sell any drug on more than one occasion. The onus is upon the druggist to satisfy himself as to the validity of any prescription or order presented to him, before filling the same, so as to guard against the filling of fraudulent or forged prescriptions. The minimum penalty under this section of the act is to a fine of not less than \$200 and costs, or to imprisonment for any term not exceeding eighteen months, or to both fine and imprisonment, the maximum fine being \$1,000 and costs.

It is an offence, under the Law, for any physician to prescribe, administer, give, sell or furnish any drug or to sign any order or prescription for the filling of which any drug is required, unless such drug is required for the medical treatment of a patient who is under professional treatment by such physician, and it is further provided that a physician charged with an offence under this Section cannot use as a defence that he prescribed the drug for medicinal purposes, if such drug was supplied to a drug addict for self-administration. The onus under the law is upon the physician to prove to the satisfaction of the Court that the drug prescribed by him was actually required for medicinal purposes. Ordinarily the onus of making such proof rests upon the Crown or prosecuting authorities. The procedure in this case is reversed, so as to simplify in so far as possible, the enforcement of the law, and to eliminate all technical difficulties.

It is also an offence under our law for any person to be found in possession of any opium lamp, pipe or other device or apparatus designed or generally used for the purpose of preparing opium for smoking, or inhaling opium, or to be found in any house, room, or place to which persons resort for the purpose of smoking or inhaling opium. It is also a criminal offence for any person to smoke opium, or to import into Canada prepared opium, or to manufacture opium for smoking.

Where drugs are found in any building, room, vessel, vehicle, enclosure or place, the burden of proof is on the person who occupies, owns or controls such building, etc., to prove to the satisfaction of the Court that the drug was there without his authority, knowledge or consent, or that he was lawfully entitled to the possession thereof.

Another important feature of our law is Section 18, which provides as follows: "Any constable or other peace officer who has reasonable cause to suspect that any drug is kept or concealed for any purpose contrary to this Act, in any store, shop, warehouse, outhouse, garden, yard, vessel, vehicle, or other place, may search by day or night any such place for such drug, and if necessary by force, search any persons found in such places,

without the necessity of first having to obtain a search warrant. Only in the case of a private dwelling house is a police officer required to obtain a search warrant before making a search for narcotics. Provision is also made under the law for the seizure and confiscation of all receptacles of any kind whatsoever found containing such drugs, or of any automobile, vessel, vehicle, boat, canoe or other conveyance, in which such drugs may be seized."

Provision is also made under the law for taking photographs and fingerprints of all persons in lawful custody, charged with, or under conviction of any offence under the Act, whether the proceedings are by way of indictment or under the summary convictions section of the Criminal Code. The right of appeal is taken away on fact, or in other words, an appeal only lies by way of a stated case, on a point of law. Formerly persons convicted under the Act had the right of appeal on fact, as well as law, and in many instances appeals were kept going from Court to Court for years, without being finally concluded, then only to find, in a large number of cases, that the convicted party, who had been out on bail while his case was pending in appeal, had disappeared.

Another important provision of the Federal law in Canada is that which provides for the deportation of all aliens convicted of offences under the Narcotic Drug Act, irrespective of the length of time they may have been domiciled in the country. Under this provision, which was incorporated in the Act about two years ago, we have succeeded in deporting over three hundred persons who are barred from the Dominion for all future time.

This provision works automatically, once a person is convicted; if he is an alien, he must be detained by the jailer or the warden of the penitentiary, at the expiry of his sentence, until he is handed over to the Immigration authorities for deportation. The number of convictions in Canada for offences under the Narcotic law during the past few years was as follows:

1919 .....	1,195
1920 .....	1,467
1921 .....	1,864
1922 .....	1,858
1923 .....	1,104
1924 .....	1,206
<b>Total .....</b>	<b>8,694</b>

As a result of coöperative action on the part of all public authorities in the Dominion, Federal, Provincial and Municipal, during the past few years, conditions have improved to a very large extent, and drug addiction is on the decline, although there still remains much to be done before the habit can be entirely eradicated.

While we read in the press of the country, and in magazines and periodicals of all sorts, from time to time, many articles pertaining to this narcotic drug problem, the great majority of which

are written by persons, well meaning no doubt, but with little, if any, practical knowledge of the problem, and while it must be admitted that the treatment of the addict is an important phase of the problem, which is one altogether to be studied and dealt with by the medical profession, hospital authorities and other social agencies, this narcotic drug problem is essentially a police question, notwithstanding all that may be said to the contrary, and it therefore behooves all police organizations on this Continent to exert every effort to round up all drug addicts and drug peddlers, so as to remove them from society, as they are, without doubt, a menace to the communities in which they reside.

In conclusion, I desire to take this occasion to express our appreciation and sincere thanks for the very great assistance and help which has been extended to the various police authorities in Canada, in the enforcement of our narcotic laws, particularly that phase of it which pertains to the International Traffic. We have, at all times, received the utmost coöperation and assistance from all the authorities in the United States, Federal, State and Municipal police organizations, and especially from the New York City Police, through the good offices of my esteemed friend, Dr. Carleton Simon. I think it can be said, without any fear of contradiction, that it is owing to a large extent to his personality and to his indefatigable and untiring efforts that the narcotic drug situation in the City of New York has shown such a wonderful improvement during the past four or five years. The experience gained by him during this period, in the suppression of this very great evil in New York City, and the data and information gathered by him is invaluable, and we always feel that any suggestions emanating from him are at least worthy of serious consideration and careful study.

Again thanking you for the kind assistance and coöperation which has always been given cheerfully and promptly, let me assure you that the offices and machinery of the Federal Department of Health of Canada at Ottawa is at all times at your disposal, and that we are ever ready and willing to lend every assistance possible to the various police authorities of this country, in the suppression of this International Drug Traffic. As a result of the amendment to the Extradition Treaty between the United States and Canada, which was recently sanctioned by both Governments, it will be possible in the future to extradite persons wanted for violation of the narcotic laws of either country. In the past, violators of our narcotic laws found it a comparatively simple matter to cross the border line from one country to another, and be immune from legal proceedings. (Applause.)

Gentlemen, I have tried to present to you the problem as we see it. You may ask me, "What is the remedy?" I think you will find the remedy in the exhibition which Dr. Simon, under the Chief of Police, Commissioner Enright, of New York City, has had set up for us there.

Those records which have been compiled with reference to narcotic drug addicts affect not only this country, but every



country in the world. I was surprised to find among that collection a better records of criminal narcotic addicts of Canada than we have even in Canada itself. The same applies, I think, to every country in the world.

As I tried to point out, gentlemen, during my address, while this problem has its medical side, a side not to be neglected because these poor victims must be looked after, suppression of the traffic (it is the traffic that does the damage) must rest with just such men as have been assembled here in this great Conference.

I thank you. (Applause.)

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PRESIDENT ENRIGHT: We are very grateful indeed to you, Dr. Clark, for your presence here, and for that marvelously comprehensive and interesting address which you have presented. I am sure if we can, even in a measurable degree, obtain such a law as that in our country or in this state, or in any of the states, and if we can have it enforced as you have enforced it in Canada, we will conquer the narcotic evil in our country as you seem to have conquered it in Canada.

The next speaker under this topic will be Dr. Carleton Simon, Special Deputy Police Commissioner of New York City. His topic will be "Control of World's Opium Supply and Demand." Dr. Carleton Simon is a very able physician in this city, who has practically given us his own business and as a dollar-a-year man has come into the Police Department, where he is rendering magnificent service to the people of this city and, indeed, to the people of the entire country.

He will tell you something of his experience during the past four years or more in enforcing such laws as we have in this city and this state for the control of the narcotic evil.

It is perfectly astonishing what Dr. Simon has accomplished. You who are here probably have seen his exhibit in one of the rooms allotted to this Conference. I think it is the finest thing of its kind that has ever been presented anywhere. Behind that exhibit, however, has been more than four years of very hard labor without compensation upon the part of Dr. Carleton Simon. We are eternally grateful to him in the police administration of this city, and the people of this city should be exceedingly grateful to him for his splendid services.

I take pleasure in introducing to you Dr. Carleton Simon. (Applause.)

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DR. CARLETON SIMON (Special Deputy Police Commissioner, New York City): At the International Opium Conference held at Geneva early this year, the plan advanced by the United States Delegates, called the American Plan, was defeated. This plan aimed to restrict the growth of narcotic plants to the medicinal and scientific requirements of the world.

It was not intended in any way to limit these legitimate demands, but to check at the source the flood of narcotics that find their way into the underworld and which are sold by street vendors.

After many weeks of discussion, the plan of the American delegation came to naught.

The chief contender against the American idea was the British delegation, who in substance, made the plea that such an idealism could not be carried out and that the great root of the evil was the underworld smuggling problem.

Although this plan has been conceived through altruistic motives, many international problems of state prevented certain nations endorsing it. It was also questionable if such contemplated plan, even though had it been finally accepted by the various nations that rejected it, could have been enforced because of the many reasons unnecessary at present to specify.

Now there is no hope in sight to carry out the proposal advanced by the American representatives, and the necessity is acute to check the increase and spread of addiction, the burden of this problem, its eradication, its control and its solution becomes more than ever a distinct and conspicuous police task.

This is further accentuated in view of the fact that narcotics and crime are found to be so closely interlinked.

As far as America is concerned there are several methods through which it is possible to successfully handle the situation. One angle that presents itself and that looms larger than ever must now be the one great objective. This is to decrease the demand for narcotics instead of trying solely to stem the supply.

This means, in other words, that we must stop all addiction and thus destroy the market for the seller.

Whereas we have in the City of New York various institutions to which we can send addicts arrested by us, or who voluntarily come to us seeking relief, other municipalities are not so fortunate.

To arrest addicts as is done in many other cities without an opportunity to free themselves of their habit is inhuman and cruel.

For that reason, enforced cures given in prisons and correctional institutions are not so permanent in their result, as are those voluntary treatments undertaken solely for definite curative purposes.

The average addict desires a cure, but when face to face with the withdrawal symptoms, so full of physical and mental anguish, he rebels and his courage ebbs and oozes away.

When confronted with the ordeal, his optimism fades. They all hate to face the firing line of a cure. Full of enthusiasm, desire for relief, hope of rehabilitation, all disappear when the demand of the habit calls incessantly for the drug. Gone is every

barrier of vaunted will, every vestige of determination. For that reason addicts absolutely require custodial care and control.

As has been also repeatedly pointed out by us, the demand occasions the supply. This argument cannot be refuted. If we had no addicts and no new ones were created the street vendor would have no customers and the smuggler would cease in a business in which there was neither trade nor revenue and the bottom would fall out of the market.

A decrease, no matter how small, is to that degree a deterrent and a discouraging influence on the supply.

The danger to civilization in narcotics is not solely in that it makes a slave of an individual and opens up a life of misery, but that it strikes at the home, it creates pauperism, it destroys morality and it develops and promotes criminality. In the steady progress of the world it has been shown that the interest of a few must be subservient to the interest of the many.

The addict must go. He must be cured of his affliction and his addiction. He must voluntarily seek a cure of his habit, or he must be forced to submit to treatment or isolation.

Another equally important avenue of successful solution of the problem is in the use for medicinal purposes of remedies that are narcotic in their effect, but that are not habit forming.

The universal and increasing use of these non-habit forming substitutes will help considerably to replace opium derivatives and to that degree curtail the growth of the poppy. A large quantity of the opium grown is for the purpose of obtaining morphine and heroin. The great revenue derived from opium is chiefly because of the demand for its derivatives, principally morphine. To decrease the demand of morphine as obtained from opium would automatically diminish the amount grown.

No greater discouragement in this direction is possible than by breaking the market for opium and its derivatives and destroying the revenue. We believe that a solution of this part of the problem lies in the realm of chemistry.

It is within the range of possibility to produce morphine artificially from coal tar, scientifically and commercially, and there is no obstacle that the modern chemist cannot surmount and it is not unreasonable to believe that such an accomplishment will be achieved in the very near future, as many chemists are at present working on this problem.

When this becomes a fact the large amount of opium that is being grown for the purpose of obtaining morphine will no longer be necessary or profitable. Whereas the cultivation of the poppy plant is a great source of revenue and in countries whose natives would resent any interference from the revenue derived by them from the growth of the poppy, a considerable shrinkage of this market would force these people to turn toward the cultivation of other products of the soil. The various governments could control

scientific laboratories without fearing an unrising or revolution as might be the case in many countries where drastic or government decrees attempted to be enforced.

In the meantime, the narcotic question is squarely facing the Police Departments of the world. Talk may be the prerogative of statesmen, but the people look to the police for action. We may discuss the various phases of the question, but at the same time we must act. We must act because narcotic addiction is so closely interwoven with almost every criminal endeavor—because 80 per cent of those who use narcotics have a criminal record and the other 20 per cent are under the influence of a demoralizing habit.

To obtain the best results and crown our activities with success, the police must unite for inter-coöperation and concerted action.

Foreseeing the necessity of this, there was established under the auspices of the International Police Conference the only central bureau of its kind in the world, The International Narcotic Criminal Identification Bureau, with headquarters in the New York City Police Department.

For only three short years this Bureau has been functioning and its swing has only begun, yet its influence has already been felt throughout all police departments. In this relation, I wish to take occasion to add that this Bureau has had the constant support and encouragement of your President, Commissioner Richard E. Enright, who has ever stimulated its growth by his wise and splendid counsel.

From cables, telegrams and letters received from almost every progressive city and nation of the world, we believe that our narcotic criminal repository is recognized as one of the potent weapons for the control of this menace, which effects so particularly the criminal world.

Though only beginning to achieve results we have already amassed a collection of approximately 100,000 records of narcotic law violators with criminal records. The value of this central bureau depends upon constant and uniform reciprocity and its importance grows with the expansion of its files. If the various police department heads will direct their identification officers to forward to the International Bureau of Narcotic Criminal Identification copies of fingerprints, photographs and records of every narcotic violator passing through their hands and every criminal who uses narcotics it will be but a short time before this Bureau will contain the record of every narcotic criminal in the world. Already our files are so complete that most of those arrested here are already on record.

When a fingerprint is received by us, immediately information is forwarded to the sender if we have any record on file. If the individual is suspected of having a criminal record elsewhere and a request is made for such verification, the prints are immediately broadcasted and any information received therefrom are then forwarded.

In the International Narcotic Criminal Identification Bureau we have something tangible, something practical.

We began with only a few cities, and now lack but a few, but we want all in full swinging coöperation. In this Bureau we are not only obtaining an ever increasing number of records of criminals who use narcotics, but are also securing an immense amount of scientific data and information on everything that pertains to this subject.

It is only by united police activity that we can control this evil that spreads out from the underworld—that destroys those whom it touches and which is directly responsible for a large percentage of crime. (Applause.)

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PRESIDENT ENRIGHT: I am very grateful to Dr. Simon for his very able paper. I am sure it has been exceedingly interesting to the Conference and we are also exceedingly grateful for the fine exhibition you have provided for the Conference, Dr. Simon.

This concludes the formal address under this topic. We have here quite a number of gentlemen listed to discuss this subject. Our time is very limited. We are away behind our schedule and I am afraid we will hardly be able to catch up at all.

Unless there is some very important points to be discussed further under this topic, I think we should send it to the Committee on Resolutions as soon as possible. I should, however, be glad to call upon any of those who are on this program who believe they have something specific to add to the discussion we have already heard.

Chief of Police Trudel, of Canada, have you anything to add? Chief Trudel!

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CHIEF OF POLICE TRUDEL: Mr. President, my Honorable Colleague, and Gentlemen: I wish to offer just a few words on that subject to give my testimonial and my thanks to Commissioner Simon, who spoke on the subject of narcotics and drugs, the worst evil that we have on earth, because it is not known. In fact, it is just beginning to be studied. From that evil we derive most all of our crimes and all police officers are interested in avoiding crimes in their own cities.

When I came to New York and joined this grand Conference, my attention was drawn to the display and instructions of Dr. Simon, and when I went home to the City of Quebec, I went to work immediately and I am proud to say now that due to Dr. Simon and the Police Organization of New York, and the coöperation of Mr. Cowan of Ottawa, my country, we have this work well in hand.

I am proud to say that my city, the city of Quebec, is a seaport with a population of 120,000, with the suburbs, and all our visitors, and it is absolutely clean of drugs. We had the last case last week, which was taken care of by the Royal Mounted Police, of which my Honorable Colleague, Colonel Starnes, is here now.

The feeling is so strong in our country that just for trying to make that trade, they were condemned and a fine of \$200 was placed on one and another received a jail term of a year, just for trying to make trades.

I just wanted to thank Dr. Simon and the Department of Police for teaching me to prevent this trade in my country.

We are here to study lots of questions and I won't dwell any longer on this subject. I want to impress upon you that we are to learn something and I learned a great deal when I came here, which I took home with me and which produced splendid results.

Thank you very much, Mr. President.

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PRESIDENT ENRIGHT: Police Director Gareis of Germany, have you anything to add?

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POLICE DIRECTOR GAREIS OF GERMANY: Mr. President and Gentlemen: Until now the drug habit was not a serious danger in Germany. The traffic is restricted and licensed as it is here. Narcotics are smuggled in from across the Rhine and also transported across the seas. We believe that there is no narcotic manufacturing in Germany. Anybody in need of narcotics must have a prescription from a doctor. Anybody in possession of narcotics without a prescription can be arrested. The punishment is either fine or imprisonment. The use of narcotics is very little throughout Germany, as the people would rather have a glass of beer or wine.

Hamburg, Berlin and Bremen have established squads for the suppression of the use of narcotics. Until now we have not had a central point for the regulation of the traffic in narcotics, but I can assure you, Mr. President and members of the Conference, that we are willing to coöperate with all the other nations of the world for the restriction of the use and traffic in narcotics. (Applause.)

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PRESIDENT ENRIGHT: We have few substitutes, Dr. Gareis, in the form of wine and beer in this country just at present, but I hope we won't go for the drugs.

Chief of Police De Leon, of Guatemala, have you anything to offer?

I want to introduce to you Chief of Police De Leon, of Guatemala, who wishes to say something on the subject of narcotics.

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CHIEF OF POLICE DE LEON: Mr. Chairman and Gentlemen: First of all I wish to thank you for the opportunity you have given me to say a few remarks about the narcotic problem, for which I feel honored.

I will say that in Guatemala narcotics are controlled by the Faculty of Medicine and Pharmacy and in drug stores, are sold only under medical prescription and in very small doses.

There is practically no drug addicts in Guatemala, as in the police records just a very few cases have been noted.

The only ones inclined to use opium over there are the Chinese people, who once in a while smuggle the drug into the country for the purpose of smoking it.

Regarding cocaine and morphine addicts, there are very few cases reported, but in every case the police have done their duty in preventing the addicts in developing their habits.

To finish, I will take the liberty of suggesting that the International Police Home Office should make an attempt to have all the possible information and control of the drug manufacturers and narcotic dealers, for the purpose of notifying the International Police, in order that they may watch and have a better control of all the narcotics that are taken into every country and also that we may know the way they are sold.

I thank you. (Applause.)

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PRESIDENT ENRIGHT: I have the pleasure of introducing to you Major Tsung Yu Sze of China, who desires to speak on the narcotic problem. (Applause.)

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MAJOR TSUNG YU SZE: Mr. Chairman and Gentlemen: Speaking of the opium question, I should say that while this deadly poison is a common enemy of all, it has inflicted the greatest curse on the Chinese people. The question of its total suppression has long been of deep concern with us. Both in the Imperial and Republican statute books there are acts after acts decreeing its suppression. Only last month our Minister at Washington, H. E. Alfred Sze, together with the American Representative, Mr. Porter, at the International Opium Conference at Geneva, had fought, but failed to ask for the total prevention of the opium traffic. It is not my present purpose to reopen the question as it was left at Geneva. I would rather confine myself strictly to local conditions, as experienced by the Canton police. The question of the suppression of opium smoking, like the prohibition of liquor, is a part of and yet beyond the police work proper; it is far too great a problem for the police to handle alone successfully. The Canton provincial authorities, recognizing the magnitude of the work, have established a separate bureau for opium suppression. The police department merely acts in a coördinate capacity. In 1923 the Bureau of Opium Suppression made 688 arrests, and in 1924, 137. But, as a whole, the enforcement of the opium suppression has been none too successful. Analyzing the situation, there seems to be a few fundamental causes. First, it is the existence of extra-territoriality. This system of multiple jurisdictions not only puts the person of a treaty-alien under the laws of his own country and above the laws of China, but virtually makes his residence a sort of an asylum. To be sure, the majority of alien residents at Canton, as we can testify, are respectable and law abiding. But there are still others who are willing to

abuse their privileged position to peddle opium or to house opium addicts. If I am not mistaken, it has been written down in records of the Disarmament Conference at Washington, 1922, that unscrupulous treaty-aliens had actually taken advantage of the foreign post office in China in conducting the opium traffic. Now, technically, the Canton police is allowed by treaty to detain such criminals and deliver them to their respective consular agents for trial and for punishment if convicted. However, being experienced police officers, you can readily realize what it means to furnish proofs that will go through a foreign court. The control of opium by the Canton police is altogether insufficient, if not practically empty. The second factor can be attributed to the unhealthy influence of foreign controlled cities, near by. A certain city, the name of which I may omit, has made its principal business to sell opium. The influence on the people in Canton is tremendous. Of course we are not going to lay all the troubles upon external causes. We owe it to frankness and honesty to admit that from time to time there have been selfish militarists who have been meddling with the enforcement of opium suppression. Gentlemen of the Convention, you just leave these unscrupulous militarists to us. If Young China, as typified by men educated abroad, now working for the rejuvenation of the Canton city, is capable of giving reform, which I am confident, they should be able to prevent these unscrupulous militarists from further obstructing the wheel of progress, in due time. On the other hand, since the opium question in China has its unwholesome international aspects, we are appealing to you, members of the International Police Conference, the acknowledged foe of a common enemy—opium—for closer coöperation and better understanding. This deep-rooted evil can be best combatted by allying together the entire enlightened opinion of the whole world. For that we have no better body of men to appeal to than this very audience. We have in you international idealism and practical leadership combined. You have fought the devil at home. You certainly cannot fail to fight it at a greater distance. You can do no more neighborly service to China than by joining us to denounce this terrible scourge. For our part, we do believe that salvation comes from within as much as from without, and you can rest assured that we will fight opium as it has never been fought before.

In closing allow me, Mr. President, to thank the International Police Conference for the splendid opportunity it has afforded us to be here to speak for Canton and, more, to see and to learn to the advantage of Canton. I also thank the members of this wonderful Conference for their wholesome fellowship. I would like to add that should you be in Canton at any time, please do not fail to notify the headquarters, that we may reciprocate in our own humble way the courtesies we receive here; and, more, we would like you to be there to see with your own eyes just how much we shall have done toward the total suppression of opium smoking, as I have solemnly pledged before you today. (Applause.)

PRESIDENT ENRIGHT: I want to thank Dr. Yu Sze for his very able and valuable address. I also want to thank his government



for the honor they have done us in sending you, Dr. Yu Sze, to represent them.

Superintendent Crowley, do you desire to say something on this subject?

SUPERINTENDENT CROWLEY (Boston, Mass.): Mr. President and Members of the International Police Conference: As we are crowded for time, although I was going to devote quite a little time to the subject of narcotics, I am just going to say a few words in answer to a statement that was made by Dr. Cumming in regard to the aid given by doctors, that the time is now here when doctors are no longer helping addicts. I can't say that applies in Boston. Within the last year we have had three physicians who have been arrested and good cases presented against them; but, unfortunately, when the physician comes to court he invariably has a large number of good character witnesses who come forward, and the results are very poor in regard to convictions. The cases are mostly always placed on file.

Another thing is that legitimate physicians—not in the United States, but other places where prescriptions are given and are allowed by law—should be more careful of their prescription blank pad. Only within a few weeks we have had a particular case in Boston where a young woman, a nurse, known to a doctor, went to his office and was examined, to have prescribed to her some drugs. The doctor, after examination, found that she was not in a condition that needed the drug, and he refused to give her a prescription. The doctor, after the examination, left the room for a few minutes, and left his pads on his open desk. The result was that this woman stole those pads, which contained over 100 prescription blanks, and within twenty-four hours she made three different visits to drug stores and got a very good supply of the things she needed. She was not only a drug addict, but she was a drug peddler, and I am glad to say that the physician who lost the pads immediately reported to the police, and within twenty-four hours the woman was arrested on the splendid description given by the physician by one of our officers in uniform who saw this woman come from a drug store after having forged a certificate for a prescription.

In conclusion I want to say, Mr. Commissioner, that we are very grateful to the New York Police Department for the assistance that has been rendered to us in case of drug addictions and drug peddlers. I really feel that the Police Department of the City of New York should be congratulated on having such a man as Dr. Simon at the head of the Narcotic Division. (Applause.) I do not know of any police official in the world who devotes more of his private time to a business where he is getting no compensation than Dr. Simon. He is a very courteous gentleman and he is also a very efficient and capable gentleman, and as his exhibition will show in the next room, not only the drug addicts, the evil and the cases, etc., but his up-to-date and perfect file of keeping the records of these criminals appeals to me very strongly, and I really think that every delegate in this Conference should visit

that particular room and look over those files before he leaves. If at any time you have drug addicts in your city, do not fail to communicate with Dr. Simon, as we regard him and the New York Police Department as the clearing house for all drug addicts and drug peddlers. (Applause.)

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PRESIDENT ENRIGHT: Chief Bahrami of Persia desires to say something on this subject.

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MR. ABDOLLAH BAHRAMI: Mr. President and Gentlemen: I cannot resist to put forth a few words about the narcotic problem, of which I have registered during my service as the head of the Provincial Chief of Persia some very interesting cases. Under the topic of narcotics it should be understood the use of opium in its different compositions and various modes of smoking and swallowing and which compositions of the powder which is collected from the seed of hemp. These two kinds of narcotics are mostly used in Asia and, as I am informed, introduced in Western countries. As it is well known that mankind from the very beginning has tried to find some enervating and exhilarating means for burying his sorrow or to enhance his joys and other beverages and drugs, which they have adapted according to the time and circumstances which they have tried. The Asiatic nations have mostly preferred the opium and various compositions. The culture of these deadly poisons occupied nearly one-fifth of their total culture of the land. China stands first, then India and Persia, they came at the rear. But as regards to Persia, the culture of opium is more directed for export into other countries than for the use of its own inhabitants.

The rare question of restriction of the culture of opium is under discussion in the League of Nations, and I am aware that Persian delegates will coöperate with the other interested nations for its success. But I will in only a few words explain the different methods which are employed for the use of these drugs, and how the smugglers escape the rigidity of its laws. Opium is mostly smoked with a kind of pipe, the coarse specimen of which is to be seen in the special shelf reserved for the narcotic in the gallery; the opium pipe indicates the social standing of its bearer—those of rich people are set in gold and adorned with jewels, and those of the poor are of porcelain and earthenware. The opium smoker generally has a bench or cushion on which to inhale the enervating smoke. A smoker cannot indulge in more than three pipes per day. But this is only the first stage; after a few years of practice he is obliged to have recourse to a composition of the opium, the effect of which on the nerves is more intense. That is called in Persia with a name corresponding to the juice of the poppy. This is most handy and is more effective, and can be used secretly in the shape of a pill. A third form of indulging in this vice, which escapes generally the watchfulness of the police, is the curious practice of swallowing a mixture of opium in water. In Persia heavy taxes are levied on the opium dens and its culture is now merely extended for export and medicinal uses. According to the civil service no smoker of opium

is to be accepted in the government service. However, as the restriction grows on the addicted they find new means of deriving new composition for their enjoyment. Besides mixtures of opium in cigarettes and tobacco, and even in some perfumes which are used and have the same effect, they use Hasheesh, which everybody can grow and make at home. I will not amplify the enjoyment which is derived from this composition, but I think in every country where laws are passed for prohibition of alcoholic beverages, this vice is more increased and the watchfulness of the police cannot suffer one of the most intense feelings of humanity and this vice cannot be addicted. But I think the most efficient measure should be the restriction of the culture. But, as this question is highly important and endangers the lives of many countries, it should be solved at the Geneva Conference. I am sure Persia will do its utmost to carry out their advice. (Applause.)

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**PRESIDENT ENRIGHT:** Dr. Carleton Simon, who is the Chairman of the Narcotic Committee, desires to meet the members of that committee in the exhibition room of the Narcotic Committee immediately after this meeting. He desires also to have the names and the coöperation on his committee of any other members of the Conference who are interested other than those who have already been named, and the names of such persons will be added to the committee.

With respect to the narcotic subject which we discussed here, I very earnestly request that every member of the Conference forward to the Narcotic Bureau at Police Headquarters, New York, the fingerprints and other records of all criminals who are drug addicts or who are illicit purveyors of narcotic drugs. Also, upon all occasions when you desire information regarding criminals who are drug addicts or who are purveyors of narcotic drugs, please send for the information to the Narcotic Bureau. We will be very glad to give you the information.

If there is nothing further on this topic a motion that we conclude this topic and that it be reported at some future meeting with resolutions is in order.

(On motion regularly made and seconded, it was voted that the topic of "Narcotics" be closed and that the Resolutions Committee prepare suitable resolutions to be presented at a future meeting.)

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**PRESIDENT ENRIGHT:** At this juncture I desire to appoint a Nominating Committee. It will be the duty of the Nominating Committee to submit at the final session of this Conference the names of those whom they desire to place in nomination for their officers until we reassemble again. They will also select the place of the next Conference. The Nominating Committee will be as follows:

Chief Walling, of Long Branch  
Chief Long, of Newark

Commissioner Etcheverry, of Argentina  
Commissioner Galvao, of Rio de Janiero  
General O'Duffy, of the Irish Free State  
Inspector-General Mitchell, of Australia  
Chief Quilty, of Springfield, Mass.  
Commissioner Staneland, of Victoria  
Chief Inspector Henry, of Baltimore  
Superintendent Collins, of Chicago  
Commissioner Stringfellow, of Shreveport  
Director Borland, of Norfolk  
Chief Constable Ross, of Edinburgh  
Inspector-General Barcenas, of Mexico  
Chief of Police Tracey, of Paterson, N. J.  
Chief Constable Gower, of England  
Secretary Uno, of Tokio  
Inspector General Chen, of China  
Chief Vay, of Budapest  
Chief Kleibomer, of Germany  
Chief Trudel, of Quebec  
Superintendent Crowley, of Boston

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**PRESIDENT ENRIGHT:** I would like to have each one of you fill out this questionnaire which has been given out. It requests certain information regarding your department which we would like to get so that it may be compiled. We will print it and furnish the information to every department throughout the country. Every once in a while, as you know, you desire to get some information as to how other departments are organized. Sometimes you want to know what salaries are paid. Sometimes you want to know what force they have for certain purposes, and other details, which you usually write for to several police departments. We will get this all together and publish it in one book and we will send a copy to every member of the Conference, and I think it will be a book of exceedingly useful information; but we want every delegate to fill one out and turn it in to us as soon as possible, perhaps after he gets home.

I would like to dispose also of the question of firearms legislation. You have heard that discussed here to a considerable extent. It was discussed very extensively at the last Conference. I don't think anything new has been proposed here. The idea seems to be that every country, perhaps every state, should have

an efficient firearms law regulating the manufacture, sale and distribution of firearms that can be carried upon the person, the object being to reduce the number of crimes that are committed with the pistol—and 85 per cent. of the murders committed in the United States are committed with the pistol.

If there is nothing further to offer under this head I will be pleased to receive a motion that we close it and refer it to the committee, for a resolution.

CHIEF QUILTY: I so move.

(The motion was duly seconded.)

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PRESIDENT ENRIGHT: It is regularly moved and seconded that we close under this topic of firearms legislation and that the matter be referred to an appropriate committee to submit a resolution here at a later meeting. All those in favor of the motion say "aye," contrary "no." The motion prevails.

It may be a matter of interest to know that I have just learned from our distinguished friend from Mexico City, Mr. Barcenas, that there is now in session at El Paso, Texas, a meeting between delegates from Mexico and the United States, looking to the suppression of the illicit importation of narcotic drugs over the borders to Mexico or from Mexico. Thank you for the information, sir.

Gentlemen, we still have one other subject to discuss, and it is a rather important one. It is the subject of extradition. The chair recognizes Mr. P. Walsh, Assistant Commissioner, from the Irish Free State.

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#### EXTRADITION OF FUGITIVE OFFENDERS

COMMISSIONER PATRICK WALSH: Extradition may be defined as the act of sending, by authority of law, a person accused of a crime, to a foreign jurisdiction, where it was committed, in order that he may be tried there.

There is hardly any other subject which may more appropriately be discussed at a Police Conference than this, interwoven as it is with all International Police work. The most successful police and detective action, and the most painstaking and unceasing efforts of criminal investigators, may be nullified by unsuccessful or even tardy extradition proceedings, and on occasion such proceedings have been painfully prolonged.

The importance of the subject needs no emphasis, and the recognition of this fact is not of recent date, for the passage of time and the greater facilities for travel and communication generally,

while of incalculable benefit to the investigator of crime, have also no less facilitated the criminal fleeing from justice, and should the escape from jurisdiction result in immunity from punishment the result would be most prejudicial to the public welfare, as in many cases crimes have been discovered after, and in some cases because of, the flight of the criminal.

Unfortunately, however, as a distinguished writer (Clarke) on the subject has remarked, the discussions on the question have been marked more by political than by legal considerations, and the deliberations of legislatures and even sometimes the decisions of legal tribunals, have been affected by the prejudices or party interests of the State concerned, rather than governed by the calm and impartial consideration which such a subject demands. This, while regrettable, is to some extent inevitable, having regard to the exigencies and national prejudices of any particular period, but it should not be allowed to discourage the efforts of those who try to improve the conditions of their time, by, as in the case of this Convention, the more effectively securing the safety of the State and of the individual in his person and property against the attacks of those who have constituted themselves the enemies of ordered society.

I have thought it well to deal with the subject under three heads, viz.:

1. The Past. The earlier opinions and practices on the subject.
2. The Present, being the existing Conventions and Regulations of the various countries, and
3. The Future. Some ideas and suggestions as to how improvements in the existing procedure may be effected.

#### PART I—THE PAST

The subject of Extradition is not of recent origin, and to some extent the earlier writers and authorities have not been unanimous on the question as to whether the right to Extradition exists, but the great majority, and moreover those exceptionally well qualified to express an opinion, have supported the existence of such a right. The opinions have been summarized in the following pages.

This right is particularly evident in those cases in which the criminal, whose punishment is sought, is the enemy of human society in general, and as the right of the State whose dignity or subjects have been assailed to execute punishment of the offender has never been questioned, this right should not be imperilled by the State to which the criminal has fled.

Grotius, one of the greatest writers on the subject, says, "This right," (the right to have handed back for punishment an absconding criminal) "is not to be impeded by the State in which the offender lives, or 'its rulers.'" And the same authority goes on to say: "But as States are not accustomed to permit another

State to enter their territory armed, for the sake of executing punishment—nor is this expedient,—it follows that the city where he abides who is found to have committed the offence, ought to do one of two things—either itself being called upon it should punish the guilty man, or it should leave him to be dealt with by the party making the demand; for this is what is meant by giving up, so often spoken of in history.” And then “All which passages, however, are to be understood, that the people or ruler are not strictly bound to give up the person, but to punish him.” And the method in which the author thinks this should be done is as outlined in the passage previously quoted.

And another eminent writer (Vattel), in laying down the principles that there is a duty in the State where the fugitive criminal is found, either to punish him or to deliver him up to the injured States, says, “This is pretty generally observed with respect to great crimes which are equally contrary to the laws and safety of all nations. Assassins, incendiaries, and robbers, are seized everywhere at the desire of the rulers in whose territory the crime was committed, and are delivered up to their justice, and the matter is carried still further in States that are more closely connected by friendship and good neighborhood, and the subjects of two neighboring States are reciprocally obliged to appear before the Magistrate of the place, where they are accused of having failed in their duty.” “An admirable institution,” he adds, “by means of which many neighboring States live together in peace and seem to form only one republic.” Another way of saying that the adoption of the principles enunciated, is a long step in the direction of the brotherhood of nations—so devoutly to be desired, but so difficult in achievement.

There was not complete unanimity on the point as to whether the State in which the offender took refuge was bound to hand him over or punish him, but there was a preponderance of opinion in favor of the principle that the criminal should not be permitted to escape justice.

Amongst the minority, in the English speaking countries, was Coke, Chief Justice of England, in the time of James I., a very distinguished lawyer whose opinion was against the duty of surrender, and he quoted three instances which did not, however, satisfy his critics as to sufficiency for the dictum, and against his view is that of Rutherford—“What remains therefore for the nation to do is what the injured nation has a right to demand. He (the fugitive criminal) ought to be delivered up to those against whom the crime is committed, that they may punish him within their own territories. This is the right. But how far a nation that has been injured in itself or in its members will choose either to insist on this right at first by demanding the criminal, or to support it afterwards by force if the demand be not complied with, depends upon its own discretion.”

The concluding portion of this remarkably clear exposition of the case shows up in a startling way the weakness of the position, for while the moral obligation was not in doubt, and was in

fact generally recognized, there was no method of enforcing the precept, in the absence of goodwill on the part of the State which sheltered the fugitive—other than by force of arms on the part of the injured State—a matter surely in which discretion must be exercised. And we have seen in our own time how wise and humane regulations and agreements, excellent in themselves and approved of by all, fell into desuetude from a precisely similar cause—there was as has been so aptly said, no International policeman empowered to enforce the decree—it was good in principle, but it was not compulsory and worst of all there was no penalty in default.

The opinions of two great American jurists—Story and Kent, may be added to those previously quoted. The former in his work on the Constitution (1803) says on this subject:

“However the point may be as to foreign nations, it cannot be questioned that it is of vital importance to the public administration of criminal justice, and the security of the respective States, that criminals who have committed crimes therein should not find an asylum in other States, but should be surrendered up for trial and punishment. It is a power most salutary in its general operation, by discouraging crime and putting off the chances of escape from punishment. It will promote harmony and good feeling among the States and it will increase the general sense of the blessings to the national government. It will, moreover, give strength to the great moral duty which neighboring States especially owe to each other, by elevating the policy of the mutual suppression of crime into a legal obligation. Hitherto it has proved as useful in practice as it is unexceptionable in its character.”

It will be observed that the remarks of the distinguished jurist had special reference to the operation of the law of Extradition amongst the several States of the Union, but there could be no good reason why the words should not have a much wider application.

Chancellor Kent, in his “Commentaries” having quoted Grotius, Vattel, and others, goes on to say, “The language of these authorities is clear and explicit, and the law and usage of nations as declared by them rest upon the plainest principles of justice. It is the duty of the Government to surrender up fugitives upon demand after the Civil Magistrate shall have ascertained the existence of reasonable ground for the charge, and sufficient to put the accused upon his trial. The guilty party cannot be tried and punished by any other jurisdiction than the one whose laws have been violated, and therefore the duty of surrendering him applies as well to the case of the subject of the State surrendering as to the case of a subject of the power demanding the fugitives.”

In England in 1842, Lord Brougham, speaking on this subject, said “He thought the interests of justice required, and the rights of good neighborhood required that in two countries bordering upon one another, as the United States and Canada, and even



in Europe in the Countries of England, France, Holland and Belgium, there ought to be laws on both sides giving power under due regulations and safeguards, to each government to secure persons who have committed offences in the territory of one and taken refuge in the territory of the other."

And on the same occasion Lord Campbell said that "for his own part he would like to see some general law enacted and held binding on all States, that each should surrender to the demands of the others all persons charged with serious offences except political. This, however, he feared was a rule or law which it would be difficult to get all nations to concur in."

It is unnecessary, and perhaps even unprofitable, to deal further with this phase of the subject, but enough has been said to show the earlier ideas on the question of Extradition, and the consensus of opinion in favor of the surrender of the criminal to take his trial in the jurisdiction of the State whose laws he had violated.

If there was not complete unanimity in all respects amongst international authorities and jurists, the differences were rather in matters of detail than of principle, and in a subject of such far-reaching importance there were then, as there are now, many points on which there was common agreement, and few in which goodwill and the desire to forward the common welfare could not find a basis for effective action.

## PART II.

Conventions, agreements or treaties exist at present between various countries for the surrender of fugitive criminals, and are reciprocal in terms. The law in England as to extradition is now governed with regard to foreign countries by the Extradition Act of 1870, which repeals the earlier statutes, and consolidates the law generally on the subject, and at the same time simplifies the procedure as to future treaties of extradition with foreign countries by the enactment that where an arrangement has been made on this subject with any foreign state, the provisions of the Act of 1870 may be applied, as regards such foreign state, by order in council, without fresh legislation.

There were, however, even from early times, agreements between countries as to surrender of persons guilty of certain offenses, but these were limited in number, and were confined to persons guilty of offenses against the state rather than to persons guilty of crime as now popularly understood—such as assassins, robbers and forgers.

The law as to fugitive offenders as between Great Britain and her colonies and possessions, is as provided by the Fugitive Offenders Act, 1881, the range of offenses being naturally greater than provided for by the treaties with foreign countries.

Under the existing laws treaties have been made by England with many foreign countries, amongst others :

Argentine	France	Nicaragua
Austria	Germany	Portugal
Belgium	Guatemala	Roumania
Bolivia	Hayti	Russia
Brazil	Italy	Salvador
Chile	Luxemburg	Spain
Colombia	Mexico	Sweden
Cuba	Monaco	Switzerland
Denmark	Norway	United States
Ecuador	Netherlands	Uruguay, etc.

The treaties vary in details, but generally provide for the extradition of persons who have committed any of the following offences :

1. Murder, and attempt and conspiracy to murder.
2. Manslaughter.
3. Counterfeiting, and altering money, and uttering counterfeit.
4. Forgery (including counterfeiting, altering and uttering).
5. Embezzlement and larceny.
6. Obtaining money or goods by false pretenses.
7. Crimes by bankrupts against bankruptcy laws.
8. Frauds by bailees, bankers, agents, factors, trustees, etc.
9. Rape.
10. Abduction.
11. Child stealing.
12. Burglary and housebreaking.
13. Arson.
14. Robbery with violence.
15. Threats by letter or otherwise with intent to extort.
16. Piracy by laws of nations.
17. Sinking or destroying a vessel at sea, or attempt or conspiracy to do so.
18. Assaults on board ship on the high seas, with intent to destroy life or do grievous bodily harm.
19. Revolt or conspiracy to revolt by two or more persons on board a ship on the high seas against the authority of the master.

Some of the preceding offences are omitted in certain treaties, but, on the other hand, additional offences are included, e. g., some treaties include "Perjury or Subornation of Perjury," and "Malicious Injury to Property," in indictable cases.

The Convention with France dates from 1852 (which was not, however, the earliest treaty), and provides for extradition in case

of, amongst others, the following crimes: Murder, attempt to murder, manslaughter, demanding with menaces, rape, bigamy, perjury and subornation of perjury, child stealing, forgery, counterfeiting coins, arson, robbery, fraudulent bankruptcy, piracy, burglary housebreaking, etc.

The principal treaty between Great Britain and the United States—1842, known as the Ashburton Treaty—provides for the extradition of persons charged with murder, or assault with intent to commit murder, piracy, arson, robbery, forgery, or the utterance of forged paper, bribery, etc., and in the following year (1843) a convention was entered into between the United States and France providing for extradition of persons charged with practically similar offences. Conventions or treaties also exist between the United States and various countries in Europe and South America, all more or less identical in terms.

Two cases, referred to in Clarke's "Extradition," are deserving of notice, and are here shortly mentioned. The first occurred in 1819, when a man was arrested in the United States on a charge of theft committed in Canada. At this time (1806-1842) there were no treaties in force as between the United States and Great Britain, and Chancellor Kent (quoted in Part 1) before whom the prisoner was brought, held that "irrespective of all treaties it was the duty of a state to surrender fugitive criminals, and that it was the duty of a magistrate, irrespective of legislative provisions on the subject, to commit the fugitive upon due proof of the commission of a crime, so as to afford time to the government to deliver him up, or to the foreign government to claim him. If this claim were not made within a reasonable time the prisoner would be entitled to his discharge on habeas corpus—the judicial power would have fulfilled its duty by affording the opportunity." "It did not matter," he added, "whether the prisoner was a subject of the pursuing government, or of that under which he had taken refuge."

This goes very far indeed, and is sufficiently comprehensive in its terms to cover every aspect of the subject.

The second occurred in 1827, when a fugitive from the United States was arrested in Canada for larceny, and an order was made by the governor of the province for his surrender to the state where he committed the offence. A writ of habeas corpus was issued, and Chief Justice Reid, before whom the case was argued, refused the discharge of the prisoner.

The Chief Justice adopted the principles enunciated by Chancellor Kent eight years previously, and added, "The right of surrender is founded on the principle that he who has caused an injury is bound to repair it, and he who has infringed the laws of any country is liable to the punishment inflicted by those laws. If we screen him from that punishment we become parties to his crime, we excite retaliation, and we encourage criminals to take refuge amongst us. We do that as nations which as individuals it would be dishonourable, nay criminal, to do. If, on the contrary, we deliver up the accused to the offended nation, we only

fulfill our part of the social compact, which directs that the rights of nations, as well as individuals, shall be respected, and a good understanding maintained between them, and this is the more requisite among neighboring states on account of the daily communication which must necessarily subsist between them."

It may be added that in neither case were the principles laid down adopted in their entirety, but the judgments are admirably clear, and are valuable contributions to the subject.

The extradition treaties in force between the various countries, almost without exception, contain two important exemptions:

1. That persons guilty of political offences will not be surrendered, and
2. That the state will not surrender its own native born or naturalized citizens, for crimes committed in foreign countries.

Also the further provision that surrender shall not be made if the fugitive proves that the demand for extradition is made for the purpose of trying and punishing him for a political offence—which appears to mean that the extradition application might be made for an offence which is a subject for extradition, but that the real motive might be to obtain the person of the fugitive in order to deal with him for a political offence—this it will be for the fugitive to prove to the court. It is also usually provided by the treaties that the fugitive shall not be tried for any offence other than that on which he was extradited, until he is restored, or has had an opportunity of returning to the country by which he was surrendered.

There is also a provision that if the period which has elapsed since the commission of the crime is such as would bar the prosecution according to the laws of the state in which he is found, the fugitive shall not be surrendered.

There are, as well, various other rules one would expect to find, such as a period which must elapse after arrest and before extradition is granted, so as to allow the fugitive to make his extradition and defense, and apply for habeas corpus, showing cause why he should not be surrendered, and fixing a period within which the necessary steps must be taken, and proofs furnished by the state seeking extradition, failing which the fugitive will be discharged. The former is usually not less than fifteen days, and the latter not exceeding two months.

The initial steps for the extradition of fugitive criminals are at present taken through the diplomatic channels and Departments of State for External or Foreign Affairs of the various countries concerned, and are confined to those having extradition countries and treaties or conventions with each other, and to the crimes or offences enumerated in those treaties or conventions, which are in all cases reciprocal—give and take being equal.

In ordinary cases, and where urgency is not essential, the demand for arrest must be supported by the following documents, or proofs to the like effect:

- a. The warrant to arrest.
- b. The information on which the warrant was issued. (This should set out the evidence very fully, together with all other documents to be used in support of the demand for arrest, including any sworn evidence which has been taken, and in cases of forgery the forged document, upon the production of which a warrant was issued.)
- c. A description of accused sufficient for identification purposes. (This is to be embodied in a Sworn Information, and to be accompanied by a photograph of accused, if procurable.)
- d. A further information setting forth the law applicable to the case where the offence was committed, and showing the maximum punishment.
- e. A statutory declaration verifying the signature of the magistrate or justice before whom the documents were sworn and the warrant issued. (This declaration should be made by the police officer who makes the information as described in (c).)
- f. Should the prosecution be at the suit of a private person, an indemnity for expenses should accompany the documents.

If there are several charges against the fugitive there should be evidence given on the informations or depositions with regard to every charge on which it is proposed he should be tried after his surrender. When those documents reach their destination, they are transmitted by the Department of External Affairs to the Ministry of Home Department, Ministry for the Interior, Home Office, or as the case may be, and the responsible minister will issue the necessary directions for the arrest of the fugitive, and the case will come before the courts in the usual way.

In cases where the arrest of the fugitive is a matter of urgency, application is made by cablegram, through the recognized channel, for the provisional arrest of the fugitive, in anticipation of the formal demand for surrender. In this case a police magistrate or justice may issue his warrant for the arrest of the fugitive, on such evidence, or after such proceedings, as would, in his opinion, justify the issue of a warrant, if the crime had been committed in the place where he exercises jurisdiction.

In practice a sworn information as showing reasonable suspicion of the commission of the crime, and the guilt of the alleged offender is required, before the issue of the warrant. This information may be based on a letter or cablegram purporting to be from a diplomatic, judicial, or police authority, stating

1. The alleged offence.
2. That a warrant has been granted for the arrest of the alleged criminal; and
3. That his extradition will be demanded.

The offence should be clearly stated in the letter or cablegram, and it must be one of the offences mentioned in the treaty with the country from which the offender has fled, and should state distinctly that extradition will be asked for. It is desirable, if not actually necessary, that the information should be laid before the police magistrate or justice, by the consul general or other accredited agent of the foreign government, who should produce the letter or cablegram on which the information is founded.

When a police officer is sent abroad to assist the foreign police in tracing or identifying the accused, or escorting him back to the place where the offence was committed, he should be provided with a letter of introduction, for presentation when required. It is also a matter of some importance that the officer selected should be the man who has made the information containing the description of the accused, and this officer should also have been present when the informations in the case were sworn, and the warrant to arrest issued. It may overcome obstacles in the course of the extradition proceedings that the police officers should be in a position to give proof of the execution, i. e., the signature, sealing, etc., of the documents on which the request for extradition is founded.

Should a fugitive whose extradition has been demanded voluntarily consent to return with the police officer, without formal extradition—a case somewhat analogous to this was mentioned by the Chief of Police, Chicago, at the International Police Conference, 1923—the concurrence of the authorities for the foreign country must be obtained before this procedure is adopted.

The police officer sent abroad should confine his attention strictly to tracing the fugitive, and furnishing the local police with information, and he should not attempt to arrest the fugitive or try to induce him to return by threats, etc. Executive action will be taken by the police of the foreign country.

Such is, in brief, the present practice and procedure in extradition cases.

In concluding this portion of the paper it is interesting to note that to the general legal rule—"Criminal Jurisdiction is Territorial"—there are some few exceptions. For example, the crime of piracy may be dealt with by any nation that can arrest the offenders, who are regarded as the common enemies of mankind, and by the more modern statutes England has empowered her courts to deal with a restricted number of offences—homicide, manslaughter, bigamy, certain offences in connection with explosives, etc.—when committed by her own subjects in a foreign country, as also the offence of knowingly receiving goods stolen in a foreign country.

The exceptions are, however, strictly limited.

### PART III

This subject was partially discussed at the last International Conference in an address by Justice the Hon. Norman S. Dike,

of the Supreme Court, State of New York, followed by an interesting debate, to which the Honorable Hans Fay contributed substantially.

It is one which cannot fail to interest officers of the Police, more especially those who require to go far afield in their investigations, for it represents to them the close of a long chase—"a stern chase is always a long one"—and on its result will largely depend success or failure.

The old adage, "catch your hare before you cook it," applies with great force in this case, and it is most desirable that a long and arduous inquiry and pursuit should not end in failure on some technical ground, or in the escape of a criminal through some portion of a complicated machine failing to function.

At the present time applications in the nature of extradition must be made to the foreign State through the diplomatic channels of both countries concerned—not as a rule a very expeditious method of communication, but chosen, as it would appear, because it was the only representation in the Foreign State, of the country which claimed the extradition of a criminal. Thus it is now as it was in the beginning, and succeeding generations of Police have seen no change in the methods of approach to each other—or to the criminal whom they pursue. Unofficially, police are the greatest friends and understand each other thoroughly—officially, they are wide apart.

This, I submit, is neither necessary nor desirable.

Within a period not remote, very great changes have taken place throughout the world. Time and space have been practically annihilated. In the method of travel on land and water there has been a revolution; the conquest of the air has been achieved—men signal to each other over vast distances through the void, and the Continents call to each other through space—wireless telephony is the most recent triumph of science—and the messages and even photographs will be flashed across the seas—the possibilities of this discovery are enormous—but while all this is so, the methods and powers of the Police Forces, in dealing with international crime and criminals remain as they were fifty years ago.

Not so the criminal. The resources of science and civilization are placed at his disposal, and he has not been slow to avail of the advantages offered. He is not troubled by frontiers or statutes of limitation, and his line, whether of advance or retreat, is as he wills it to be. His ways are made easy for him by many willing and competent confederates—experts in their own departments.

The police have not been idle—they too, in their own spheres of action, have availed of the aids offered by science, but internationally and as against their international adversaries, who are also the enemies of society, they are hampered, shackled, by a slow and cumbrous procedure hopelessly antiquated and unsuited to the needs of the time. Formerly they had to deal with

the occasional criminal who committed grave crime and fled. He was handicapped much as the pursuers were, and largely without allies, but now they are called on to deal with specialists in crime, whose war on the public is a profession, backed by organizations whose ramifications are world wide.

They should be equipped to deal with this menace. The forces of justice and order should at least be put on such a footing as will enable them to deal on even terms with those who wage war on the State and on its citizens.

A marked advance in this direction has been made by the introduction of the long distance identification, so well expounded at the last International Police Conference, and for which we owe much to our friends from Copenhagen, as well as by the Code, issued in the interval from the Headquarters of this Conference, under the direction of the distinguished President of this Assembly, and which simplifies and abbreviates in a commendable way inter-communication between Police Forces.

Much, however, yet remains to be done, and it is not too much to hope that as a result of the deliberations of this Conference, the subject will be advanced a further stage. In a matter of such outstanding importance, and in which so many states and peoples are concerned, immediate success cannot be hoped for, and it is only by the discussion of the subject by a responsible and representative body such as this, and mainly, I think, by the formulation of reasonable and workable proposals, that the desired consummation may be attained.

The extradition of a fugitive criminal is really not a matter for diplomacy—it is an affair of the Police and of the judiciary, and this it must ultimately become, even although the initial steps are taken through a different agency, and it is not easy to see why it should not be so dealt with in the first instance. The case must come before the courts for decision as to whether the order of surrender will be made, and there is always in the background the sovereignty of the State as the final arbiter. I believe the diplomatic representatives would be very glad to be relieved of this duty which now devolves upon them, and is really unconnected with the work of their Departments.

There is every reason why the initial application should be made by the responsible police authority of the country from which the alleged offender has fled, to the corresponding officer of the country in which he has taken refuge, and that the latter should be empowered to lay the necessary information for the issue of the warrant to arrest, the information from the police authority being such as to justify the apprehension of the fugitive.

Even at present, when the matter is one of urgency, action may be taken on the receipt of such information from a police source, but it is submitted that the arrest of a fugitive offender for any of the offences included in a Treaty, all of which are serious—is always a matter of urgency, and that whatever delays



may become necessary in the subsequent stages of the case—there should be none until the fugitive is secured; that the utmost dispatch is necessary and justifiable at the outset, and for this purpose there is no other course which presents such advantages as the direct communication between the responsible police officers concerned.

Those communications should be made by cablegram in code, or in the wireless telephony when adopted for such purposes, and using as a medium a cipher or code, to be specially constructed and changed or varied from time to time. The reason for secrecy in communications of this nature is obvious—it is in the interests of justice, and in the highest degree necessary, that no particulars regarding the proposed extradition action should become public property pending the arrest of the fugitive, who, should he become aware of the intended action, would make a further attempt to evade justice, and dispose of any evidences of guilt which may still be in his possession.

The forwarding of the information in cipher would secure this secrecy, and would be at the same time a proof of the authenticity of the message.

When this has been effected the Extradition proceedings proper commence before the Magistrate, or Justice, by whatever name called, who is especially appointed or authorized to hear such applications.

The Police Authority requiring Extradition will be forthwith informed of arrest, and the necessary proofs must be furnished without delay. Those will not be difficult to supply. It is to be remembered that the fugitive is not being tried in the foreign country—but it is necessary that sufficient proofs should be forthcoming to satisfy the Judiciary of the foreign State that there is sufficient evidence to put the accused man on his trial—in other words to show that there is a *prima facie* case against the fugitive offender. It has, I think, been stated at a former Conference that the production of the warrant to arrest should be regarded as sufficient proof. While this might be deemed sufficient by some States, and is so according to French practice, it would not, I think, meet the general ideas on the subject. In addition, and should the accused deny his identity, proof of identity must be given.

Reference was made also at the 1923 Conference of this difficulty of identity, but I believe this may, to some extent, be discounted. The police officer who comes to attend the proceedings and claim the accused will, in all cases be selected because he knows the fugitive, and there will be photographs, and there will, above all, be fingerprints, and when fugitive criminals have been arrested, they should be photographed and fingerprinted, and the result notified to the foreign police officer by the District Identification method. Should there be such a record in the foreign country the identity can be at once and clearly established. Proofs of

identity must exist, and, I think, if identity is denied, such proofs must be forthcoming.

The prisoner has certain rights which must be respected and preserved to him, but he is not entitled to be cased in armour, or so surrounded with legal or quasi legal difficulties, that he is inaccessible to pursuing justice.

The following extract from Clarke's Extradition will be of interest in this connection:

"In the minutes of a Conference upon the subject of an amendment of the existing Treaty (between France and England) held at Paris in February, 1866, the following paragraph occurs:

"The question was then considered how far the impression apparently entertained in France, that in a case of extradition the English magistrate actually tried the prisoner, was well founded; and it appeared that the impression was unfounded. The prisoner brought before a magistrate on an extradition warrant would be entitled indeed, to deny his identity with the person named in the warrant, and would further be entitled to have read in his presence the depositions on which he was charged, but he would not be permitted to controvert the truth of the depositions, or to produce before the magistrate exculpatory evidence."

On the other hand, the Attorney General for England, in the House of Commons said, "that as to an accused person being precluded from entering into any other defence than a denial of his identity, he differed entirely from that view, for he apprehended that it would be quite open to him to produce any evidence in his power to controvert the allegation made in the depositions." And the author states:

"Neither of these conflicting propositions is exactly correct. It must be remembered that the magistrate investigating a case of demanded extradition is not quite in the same position as if he were deciding on a charge of crime committed within his own jurisdiction. In the latter case he has full discretion. He may, and often does, discharge a prisoner, because, although there is *prima facie* evidence of guilt, the circumstances may be so obscure, the intent so doubtful, the testimony so conflicting, that he thinks a jury would not be likely to convict. But in a case of extradition he cannot consider these matters. If he finds sufficient evidence of guilt to justify a commitment, the question of a probability of a conviction is not one for his consideration. But it naturally follows from this that he should be strict in requiring proof of the criminality of the acts which are charged. In an ordinary case (within his jurisdiction) he can commit the prisoner on bail, and leave difficult questions of law to be dealt with by the higher Court. But in an extradition case he is to ascertain, not the commission of certain acts upon whose character another and higher tribunal may decide, but that there is sufficient evidence that the crime specified in a foreign warrant has been committed by the prisoner . . . Supposing sufficient unexceptional evidence to be produced as to the facts, it cannot be the duty of the magistrate to

receive evidence in contradiction on the part of the prisoner. However strong the contradiction might be, there would be a conflict of evidence on a matter of fact sufficient to go to a jury, and in that case the magistrate has no option but to commit the prisoner." (This was written over fifty years ago.)

Then there is the period for extradition—as a rule not less than fifteen days or more than two months as is defined in the existing treaties or Conventions.

A reasonable period must be allowed to elapse to enable the accused person to make his defence or apply for a writ of Habeas Corpus, should he so desire. So also the authorities of the country seeking the extradition must have a reasonable time within which to furnish the requisite proofs.

Some of the delegates to the Conference of 1923 raised the objection that the existing period was insufficient to have the evidence procured and forwarded. This may be so in exceptional cases, and it should present no difficulty in having a provision in the proposed general Treaty dealing with such cases, but having regard to the existing facilities for travel and communication generally, and to the fact that before invoking extradition, the evidence in the case should have been collected and analyzed, the period of two months generally allowed should, in the great majority of cases, be sufficient for the purpose, and this period should not, I think, under any circumstances be extended beyond three months from the date of arrest.

The consideration of this subject almost inevitably leads to thoughts of an International Police Force—previously referred to from time to time—a body of men whose writ was not limited to territorial boundaries, who could go anywhere, and do anything within the police sphere of action, and whose credentials and warrants would run in all countries being parties to an International treaty or agreement.

The merits of such a body were in effect discussed at the previous Conference, but under a different aspect, viz:—the attaching of one or more police officers as an addition to all embassies accredited to the seats of government of foreign countries, for the purpose of taking the police action now done through diplomatic channels.

On the whole, that idea, while attractive in some respects, was deemed unlikely of adoption, chiefly, I believe, because of the consequent increase in the financial burdens of the various countries.

I think it probable other objections might possibly develop, and it is feared that for somewhat similar reasons the formation of an International Police Force would encounter some opposition, but it is clearly a subject suitable for discussion by the Conference.

I think the adoption of some such working agreement as suggested in this part of this article, would meet most of the requirements likely to arise, by bringing the police forces into active touch and effective coöperation with each other, and by the practically instantaneous exchange of information, and indeed, it is difficult to conceive of any duty to be performed by an International Police, which cannot be done at least as efficiently by the Police Force of the country concerned, and that is really the test. This is assuming that the proposed suggestions are practicable, as with any necessary amendments, it is hoped they may be found, and adopted generally. The successful issue will be produced by goodwill and loyal coöperation, which it is not to be doubted will be forthcoming from the various police forces.

What is needed is a uniform Law or Treaty on the subject, existing between all countries and states willing to be parties to such an International agreement.

The offences to which such general principles will apply should also be uniform, but this should present little or no difficulty, and those crimes and offences referred to in Part II, will form the ground work, if not, indeed, a complete category of offences for which extradition should be invoked, for it is obvious that the minor crimes, and offences of a summary nature, should not be included.

#### The two general exceptions to Extradition.

Some serious attempt should be made to define what are political offences, or, conversely to say what should not be regarded as such. Many offenders have escaped justice on the plea that their offences were of a political character, when nothing was further from the truth, and this should be remedied. There is a real difficulty in finding a satisfactory definition, and the partition between the political and non-political offender is sometimes very thin.

The only definition of "Political Offences" I have been able to find is that of Mill, given in the House of Commons, England, 1866. He suggested they should be defined as "Any offences committed in the course of, or furtherance of, Civil War, insurrection, or political commotion."

It will be difficult to find a definition suitable to all, but it will not be impossible to clear up the ground somewhat.

The other exception—subjects of the State in which they have taken refuge—while difficult, should admit of solution. The contention that the person who has committed a serious crime in a foreign State, and succeeds in reaching his native country before justice overtakes him, should find sanctuary therein, cannot, I think, be defended. Suppose a young person, while away from his parents or guardians, commits some grievous injury to the person or property of his neighbor. He flees, and is pursued, but before he is captured he reaches home. A complaint is made on the spot and the injury exposed. Will the wise parent or guardian

allow the matter to drop and claim immunity because the culprit had reached his home? It is hoped not. He will not, it is true, hand over his child to his neighbor for punishment—he may not be quite sufficient to a Spartan for that, but he will not allow the delinquent to escape—he will use the rod himself, on being satisfied that the case deserves punishment.

So also with the State—it may decline, and it can be understood why it may do so—to deliver up its subjects to a foreign jurisdiction for trial, and perhaps, punishment, but I think there is no good reason, should the State decline extradition, why it should not deal with the offender within its own jurisdiction.

Two objections to this course will arise—the difficulty of obtaining proofs, and the question of expense. As to the former—in some instances the conveying of the necessary witnesses, more especially when the distances are not excessive, will present no insuperable difficulty, and in extreme cases it would seem as if the evidence could be taken on commission, as it is done in other cases now, should the distances be deemed prohibitive.

As to the question of costs, I do not think this should be allowed to enter into a matter of this description, when the question at issue is whether justice shall be done, or whether a criminal shall be allowed to go untried and unpunished for a crime committed against a neighbor, which would be sternly dealt with if committed against his own. Nor will such cases be of very frequent occurrence, and not the less so because of the existence of such a provision as suggested. The crimes to which such action should apply could, if necessary, be restricted to the most serious of those included in the proposed International Treaty, but if it is submitted there should be such a provision that criminals who succeeded in evading justice by flight, should not thereby secure immunity from punishment. The question of costs, in exceptional cases of this kind, is one for mutual arrangement, but would naturally be more appropriately defrayed by the country which desired the extradition or punishment of the offender.

Legislative bodies move very slowly, and in some cases do not move at all, unless and until acted upon by some force outside themselves, so that in a somewhat intricate and thorny subject such as this, it is probable the matter would be approached with hesitancy and reserve. There seems, however, no reason why an International Police Conference should not take the initiative, at least, by way of suggestion, and in some such method as this:

The Conference should prepare a memorandum on the subject, giving in a concise form the result of the deliberations, and suggest, with all respect, the lines on which they recommend action should be taken. Those will include:

1. The adoption by all countries and States who agreed to act in unison, of a standard form of Extradition Treaty.
2. (a) A brief outline of such a treaty, and the offences proposed to be enumerated therein, as well as any exceptions to

such general provisions and the rules for safeguarding the rights of fugitive criminals.

(b) The conditions on which the provisional arrest of fugitives would be made, and the degree of information or proof necessary for such arrest.

(c) Generally the subsequent procedure at the Extradition proceedings, and some indication of the proofs required to satisfy the Court that the request for extradition was one which should be complied with.

(d) Standard forms to be used in the Extradition proceedings, and in warrants and documents relating to the transmission of prisoners (if necessary, to be printed in several languages).

(e) A clause for Indemnity for all police officers and their assistants, for acts done in good faith in the arrest, etc., of fugitive criminals in the execution of their duty. It is rarely the legality of such arrests have ever been questioned, and the fact that it was possible for police officers to be mulcted in damages and costs, as was stated by Commissioner Enright to have occurred,—merely because through some technicality or legal flaw the prisoner had escaped justice, shows how very unsatisfactory the law is in this respect.

3. The Memorandum to be accompanied by a request that the Government approached, should communicate with the Department of State of the various countries with which they have diplomatic relations, whether or not represented at this Police Conference, and that they should suggest a Conference of International Jurists to draft a definite treaty on the lines indicated, for the consideration of the Governments concerned.

As to the Government to be approached, it seems the natural and correct procedure for the Conference to lay the proposals before the proper authorities of this great country in which the International Police Conference came into existence, and where it has, up to the present, found a home.

Each representative of a Police Force should have a copy of the memorandum which he will submit to his Government on his return, with his own observations, so that the way will be prepared for the consideration of the question, should the Government of the United States, in the exercise of its discretion, think the time opportune, and the subject deserving of the action suggested by this Conference.

The efforts of the Police Officers may not be successful, but at least the effort will have been made, and will bear fruit some day if not now. Before anything of this nature is done, action must be taken by some person or body of persons, and I can conceive of no other body who can do so with greater propriety and force than this International Police Conference, so representative in character, and whose delegates are so experienced in the subject with which they deal. It is their right as it is their duty to do so, for

undoubtedly legislation on the subject is both antiquated and inadequate, and amendment of the laws relating thereto should not be left to private persons or parties or legislative assemblies—to propose—it well deserves the serious consideration of the Governments of all civilized States.

It is possible—nay probable—that not all countries will immediately concur in those suggestions and adopt the procedure outlined, but this should not discourage nor delay action on the subject. A commencement should be made with such States as approve of the proposals in their final form, and there can be little doubt of the general adherence, in time, to an agreement so necessary for the protection of the public, and so reasonable in its provisions. (Applause.)

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PRESIDENT ENRIGHT: I am ready now to hear further from any member of the Conference who wishes to speak on this topic.

I want to introduce to you Inspector Guthrie of Canada, who will speak to you upon the topic "Extradition of Criminals." (Applause.)

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INSPECTOR GUTHRIE: Mr. President, Gentlemen of the International Police Conference:

Before speaking on the subject of Extradition, will you allow me, Mr. President, to express my sincere thanks to you, the originator, for the privilege of attending this wonderful meeting. I have had the pleasure of meeting my confreres in police work from all over the civilized world and will now agree with the saying that this old world is very small after all. Conferences such as these eliminate distance in our work.

I wish to address you gentlemen for a few moments in the requirements on our regulations governing extradition of offenders or escaped convicts. When a person charged with a crime in Canada or a convict who has escaped before his sentence has been executed, is believed to have fled to a foreign country, the questions to be decided before an application for extradition is made, are:

1. Whether the country to which he has fled is one with which there is an extradition treaty;
2. Whether the crime with which he is charged or of which he is convicted is an extradition offence and one included in the particular treaty, and,
3. Whether the offender is a subject or citizen of the country to which he has fled.

All extradition treaties under which we act are those made between the Imperial Government and the governments of other countries. They are governed by orders in Council and certain regulations. Therefore, we must apply through our Crown Attorney to the Attorney General of the Province. While we are permitted to apply to foreign police departments for the purpose of

locating an offender, according to the interpretation of the orders in Council, we must not ask for the arrest of the criminal. Sometimes we do not live up to this, but rather get our man first and then apply afterwards. Especially is this the case with our good friends in the United States. We have a kind of reciprocity in this phase of police work. We do the same for our American brethren and in nine cases out of ten we never find it necessary to extradite, as through moral suasion they waive extradition and return voluntarily. But if it is necessary to extradite, our Attorney General applies by telegram for the provisional arrest in anticipation of the formal demand for surrender.

In all cases except those undertaken by the Attorney General at the expense of the Province, a bond of indemnity is demanded from the person at whose instance the proceedings are taken. In cases of extradition from the Argentine Republic, Bolivia, Chile, Colombia, Cuba, Liberia, Mexico, Monaco, Panama, Peru, Portugal, Roumania, Russia, Servia and the United States, all expenses have to be borne by the demanding state. In all other cases the foreign government bears all the expenses which it incurs within its own territory. All expenses not so defrayed by the foreign government and not payable as expenses in the ordinary course of prosecution must be borne by the person who signed the bond of indemnity.

In making our application to the Attorney General, it must be accompanied by a copy of the information, a copy of the warrant of arrest, a police description of the accused, including his nationality (as some countries refuse to surrender their citizens), a copy of the evidence and a photograph if possible.

In the extradition of an escaped criminal the proceedings are similar. The only difference is in the evidence required. In this case the following is required:

- a. A duly authenticated copy of the record of conviction and of the sentence of the court before which such conviction took place;
- b. Evidence proving the prisoner is the person to whom such sentence refers.

That is the procedure laid down by law for our guidance, but as between the United States and Canada we, as police officers, have a shorter way. When we receive a telegram or letter from the Chief of Police of any city of the United States that a certain party is wanted for a crime, we immediately arrest the culprit. It is then explained to him that there are three courses open to have him returned. He may demand extradition, in which case a provisional extradition warrant will be issued and the necessary evidence produced to warrant his return. This will take six weeks or two months. He will have to remain in custody all that time, or, he can sign a waiver agreeing to return voluntarily, in which case we immediately wire to send officer for him. In this case we do not bring him before any court but have special quarters in one of our stations where he is kept. We supply him with his



meals or he can order his own. He is entitled to any reading matter he may wish. He is also told, if he is a citizen of the United States, that if he does not return voluntarily we will take the matter up with our immigration department with a view to deportation as an undesirable. In nine cases out of ten he signs the waiver and we are rid of him.

This system is also made use of by our friends on this side of the border, to assist us. The police departments of the United States, the Department of Justice and the Department of Labor have heartily coöperated with our Canadian police departments in this work and I would like to voice our deep appreciation for their services.

I thank you for the kindly hearing you have given to my remarks and to again thank you, Mr. President, for the many kindnesses extended to us on this visit to your wonderful city. (Applause.)

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PRESIDENT ENRIGHT: I want to introduce to you Sir Robert Peacock, Manchester, England, who will talk to us upon Extradition.

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SIR ROBERT PEACOCK: Before I give my notes on Extradition, I should like to say we have just listened to an inspiring address by Mr. Davis, who spoke of the crime in England and Wales. When I spoke yesterday I simply referred to the crimes in England and Wales. I couldn't compare crimes there with crimes in this country, but I am very pleased that Mr. Davis has spoken so thoroughly about the crimes in England and Wales.

There is just one thing I should like to say. I don't know whether the President anticipated Mr. Davis' address today, but I noticed in the papers they described me as the Chief Constable of Wales. I am not the Chief Constable of Wales.

Mr. President and Gentlemen, I should like to take this opportunity of saying a few words in support of Mr. Walsh's excellent paper. He has dealt with the laws relating to Extradition in a most able manner. On journeying to this Conference, Mr. Walsh kindly gave me the opportunity of perusing his paper on the Extradition Laws, which has enabled me to prepare a few remarks on the subject from a practical police point of view, without in any way covering the same ground as that taken up by Mr. Walsh, which I think will interest the Conference.

Every Chief Officer of Police who has had to deal with an extradition case will have some knowledge of the difficulties with which extradition is surrounded.

In the course of a long police service it has been my lot to deal with many cases of this kind. During recent months I have had to handle no less than four cases where the question of extradition has arisen. As recently as January of this year I successfully extradited from the United States of America a cotton goods merchant who had defrauded business men in Manchester to the

extent of £20,000, (sterling) and who succeeded in getting away to this country.

The second case was of a similar nature, but in that instance the man got away to Italy, where he was eventually arrested and extradited from Milan.

The third case was also one of fraud and the offender succeeded in making his way by aeroplane to a continental country. After a good deal of trouble he was located and a request for his arrest was sent through the proper diplomatic channels, but after considerable delay the authorities of the other country came to the conclusion that the offence for which he was wanted in England was not within the Treaty between their country and Great Britain, and they declined to arrest him.

In the fourth case, the culprit escaped to a continental country, and if the police had been able to act expeditiously the offender would have been arrested, but in consequence of the delay in completing the formalities for the arrest, the person in question had fled to another country.

The fact remains, however, that all such cases are surrounded with difficulties, principally for the reason that every treaty differs in some respects from all others, and, of course, one has always to be careful to guard against the arrest of a wrong man.

Much has been said at previous International Police Conferences in this great City of New York about coöperation between Forces of different nations. I am heartily in agreement with that sentiment, but it seems to me that one of the most useful things that this Conference can engage in is to attempt to simplify the procedure for the arrest and extradition of criminals who may have fled from one country to another.

With the advent of the aeroplane and other means of quick transit, cases of extradition are likely to arise more frequently than has hitherto been the case. Hence the necessity for doing something urgently.

I have read with interest the very excellent addresses given at previous Conferences on the "Distant Identification System," and am fully alive to the benefit to be derived from that system; but the scheme deals with the identity of a man after his arrest. I am concerned with the question of tracing, arresting and extraditing a man who has committed a crime and fled to a foreign country and who may have no previous crime recorded against him; consequently, he is not known as a criminal in any country and does not appear in the criminal records.

Much has also been said in the past at these Conferences on the subject of the establishment of an International Police Bureau. Coöperation is essential to efficient police work and the establishment of an International Police Bureau to act as a sort of clearing house on criminal matters between all civilized countries would be a step in the right direction. It seems to me, however, to be

futile for me to send a circular to New York or to some continental city to say that a man is wanted in Manchester for a crime, or, vice versa, for me to receive such a circular, unless there accompanies that circular a proper undertaking from a responsible official in a position to give such an undertaking that the conditions as to indemnity and costs, and all other conditions which may be laid down in the Treaty between the two countries will be fulfilled.

I presume that most, if not, in fact, all, the gentlemen present are in much the same position as myself in matters of this kind.

In my country the procedure to be followed in the pursuit and arrest of a criminal who has escaped to a foreign country has been laid down very definitely. I will try to outline it briefly.

In the first place I may write to a foreign country to give to the police there any information I may have respecting the wanted man and may ask them to locate him, but I am not permitted to ask for his arrest. The request for his arrest must be sent by the Foreign Office of Great Britain, through "diplomatic channels" to the authorities of the place where the fugitive is supposed to be. In cases of urgency (and practically all such cases are urgent), the British Foreign Office will ask for the provisional arrest of the fugitive and will undertake to forward the necessary documents later; that is to say, the warrant or a certified copy thereof, a sworn information as to the nature of the offence charged, evidence of the identity of the person to be arrested, and such other documents as may be necessary under the particular Treaty. In the case of a provisional arrest, however, the claim for the extradition of the offender must be made within a specified period, varying with different Treaties from fourteen to sixty days. In the recent case I have just referred to, where I obtained the extradition of a man from the U. S. A., the man had been arrested in Denver, Colorado. In due course an intimation was received by the authorities in London that the U. S. A. authorities were willing to concede the surrender of the fugitive, but the delay which had taken place in passing the information through the various diplomatic channels had been such that the officer whom I sent to escort the prisoner to England was able to reach New York only just in time to lodge his claim before the expiration of the sixty days. If the full period had expired there is no doubt the prisoner would have successfully resisted the extradition on this technicality.

It is not only necessary that the warrant, informations and depositions should be correct in form and that the evidence should be complete in all material points, but also that all the charges on which it is intended to try the prisoner, should be set out in the documents submitted for his surrender. The reason for that is that after his surrender he cannot be tried on any charges other than those on which he was extradited.

All these things may sound trifling, but I mention them to show how difficult such cases are and how easy it is to make a fatal mistake. I am speaking, of course, of the requirements of those Treaties to which Great Britain is a party, but I have no doubt similar requirements exist in regard to other Treaties.

In the matter of expenses the practice is not by any means uniform. In the case of some countries, including the United States of America, the expenses have to be borne by the country making the demand; in others the foreign country bears the expense of all inquiries within its own territory. Most countries resent what I may call the "intrusion" of a Police Officer from another country for the purpose of making the arrest, and to avoid giving offence in this respect English police officers sent to another country are always instructed not to make an arrest themselves, but only to assist the police of the other country in making inquiries and obtaining information.

Another point to be borne in mind is that in some countries the warrant and other documents used in support of the extradition must be authenticated by the diplomatic or Consular Officer resident in the country making the request, and such authentication must certify that the charges mentioned in the warrant, etc., are triable in the courts of the country making the request for the surrender of the offender.

Hitherto I have dealt only with cases where my own country is making the request and the fugitive is being sought in some other country. May I now deal briefly with the requirements when the position is reversed? The normal procedure is for the foreign country to send out a request for arrest to the Foreign Office of Great Britain in London. The request is then passed to the Home Secretary and a warrant for arrest is eventually issued by a Magistrate at Bow Street Police Court, London, providing the Court is satisfied that the evidence is such as would justify the issuance of a warrant if the crime had been committed in Great Britain.

The alternative course would be for application to be made to Police Magistrate, or some other Justice of the Peace in any part of Great Britain, but the party making the application would have to satisfy the Magistrate by evidence that the alleged crime was of such a nature that it would have justified him in issuing a warrant if the said crime had taken place in his jurisdiction. A third course, which is sometimes used in cases of great urgency, is for a foreign government to apply through its representative in London direct to the Chief Magistrate at Bow Street for a provisional warrant.

It is, of course, natural that every country should do its utmost to defend and protect not only its own subjects, but the subjects of other nations who may be within its borders, but I think I have said sufficient to show that if the police are to deal successfully with international criminals a much more direct and simple

procedure is not only desirable, but necessary. Having regard to the difficulties which surround the arrest of a fugitive in a foreign country the wonder is that the arrest of such a person is ever effected. Most of the laws relating to extradition were passed many years ago when people did not travel to anything like the same extent they do now, and when the facilities for journeying from one country to another were much less than at present.

An examination of this subject leads one to the conclusion that the present procedure puts too many difficulties in the way of the police, and incidently protects the criminal too much. It seems to me the reverse should be the case, and that when a government knows it has within its jurisdiction a criminal who is wanted for crime in another country it should take the most urgent steps to return the criminal to the country he came from. I want to see the day when I can write to the Chief of Police at New York or San Francisco or Paris or Berlin or Vienna just as I would write to the Chief of Police in London, Edinburgh, or any other British town, and say, "I hold a warrant for the arrest of such a man for such a crime. If you can locate him, please arrest him and I will send an escort at once." I see no reason why this should not be so, and I see no reason why, if I hold a warrant for a man for a crime committed in England, some other country where he happens to be should refuse to surrender him to me because the crime committed in England is not recognized as an extraditable crime in the country where he happens to be.

One of the leading British newspapers recently ventured the opinion that this Conference was likely to result in the formation of an International Police Force, and went so far as to say, "Presumably it (the International Force) would be composed of detectives of all nations, and their warrants and authority would run in any country. A member of the Force would go anywhere in quest of his man, and would not be met, as at present, with the hidebound regulations and often fatal delays of national procedure."

I think you will all agree that we are yet a long way from realizing that ideal, but as a result of these Conferences I would like to see an arrangement made whereby any Chief Officer of Police could write to another Chief Officer of Police and be sure that if he makes a request for a criminal to be pursued and arrested, the officer in the other country, wherever it may be, will take the matter in hand and deal with it just as he would if the crime had been committed in his own city. The fact is that the Extradition Laws have not kept progress with the modern criminal and, as a consequence, the police in their race with crime are heavily handicapped by legal machinery which is antiquated and out of date, and which tends to make the task of the police unnecessarily difficult. (Applause.)

PRESIDENT ENRIGHT: Principal Judiciary Officer Louwage of Belgium desires to speak regarding Extradition.

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PRINCIPAL JUDICIARY OFFICER LOUWAGE: We heard reports concerning the important topic of Extradition, but I am of the opinion that this question must be handled by the jurists and the diplomats. The best thing we can do in this purpose is to bring notice to our governments of the necessity of re-examining and modernizing the archaic laws of extradition.

I have the pleasure of telling you that an International Congress will be held at London in August, 1925, at which the principal jurists of the world will assist. Our chief, Mr. Cornil, Prosecutor of the King and Professor of the Brussels University, will propose new practical modifications of the laws of extradition at this Congress, and will also take the opportunity of urging the eminent jurists present to help the police chiefs to come to an international agreement.

A big step forward has been made in connection with the exchange of contracts between the various governments concerning police inquiries and the arrests of criminals. An arrangement of this kind will be soon completed between Belgium and Switzerland. Such contract is very important. I should be very glad if our President could publish the project in the minutes of our meeting.

We are, therefore, as you see, nearing our object. If we succeed it will be thanks to the tenacity of President Enright, who understood that it was necessary for each one to contribute a little effort and judgment.

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PRESIDENT ENRIGHT: If there is nothing further, we will close the topic Extradition and send it to the Resolutions Committee. Do I hear a motion to that effect?

It has been regularly moved and seconded that we close the discussion under the head of Extradition and refer it to the Committee to report back at some future meeting. All in favor will please say "aye"; contrary "no." The motion prevails.

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PRESIDENT ENRIGHT: I have already told you about the printed reports of the proceedings being ready. Also the national magazine for the month of May has been printed and is ready for distribution about one week in advance of its usual time, as a great courtesy to this organization. Mr. Joe Mitchell Chapple, the editor of the National Magazine, has performed a wonderful magazine stunt. He has presented his magazine, as I say, a week or so in advance, and he has printed therein a great deal of the proceedings of this Conference, photographs of the Safety Parade, photographs of the Conference, and photographs of a number of individuals who are attending the Conference, and it has all been delivered here in a remarkably short space of time. I don't think that has ever been done before by any magazine, and

I think a vote of thanks ought to be extended to Mr. Chapple. He has sent us a thousand copies of the magazine and they are ready for distribution, and I think the magazine is of very peculiar and particular interest to every member of this organization. You can get them, I think, on the way in to the luncheon this afternoon, and I think there are enough so that everybody can have a duplicate if they so desire. Also, the Police Magazine for the month of May has been printed and is here in quite large numbers, and you are entitled to have as many as you want. If you will take these magazines and address the wrapper to any of your friends any place and leave them here with us, we will see that they are properly mailed. It will probably be a very interesting souvenir of your visit to this City, because these Magazines are made up especially with reference to this Conference.

Also, we are prepared to deliver to the members of the Conference a copy of the syllabus of our new Police Academy. I think you may find it interesting, and you can have a copy if you want it.

I want to say again that I consider it very important indeed that every delegate to the Conference, and every member of the Conference should send to our International Narcotic Bureau the photographs and fingerprints and records of all criminals that come into your jurisdictions, who are drug addicts or who are illicit purveyors of narcotic drugs. You have been told that we have a splendid collection of these fingerprints and records, over a hundred thousand of them. It is very useful at the present time, and if everybody will assist, we will have here a Bureau through which we can all coöperate and be of great assistance to everybody, in every City, and every country, but in order to have it brought up to the highest possible standard, we must have the fullest coöperation. Also make use of it when you want information along that line. There is no place on earth that you can get anything like the amount of information that we are prepared to give you through this Bureau, and at some future time, when our National Police Bureau is established under federal control, of course these records will be turned over to the National Bureau.

We have at Police Headquarters in New York, in our temporary National Police Bureau, established about three years ago, upwards of 100,000 fingerprints of criminals all over the world, and these fingerprints and records are the property of the National Police Bureau, as we have it now organized. We have made 15 per cent. of identifications out of the file alone, that is to say, 15 per cent. of the requests that were sent to us have resulted in identifications from that file, so you can see it is very valuable and very useful and it is very much up-to-date.

One thing more, I would like to have every member of the Conference carefully fill out, when you get home, these questionnaires that we have submitted to you and return them to the Secretary. We have asked every question that we could think of that might relate to police systems and police work, but there may be some particular information respecting your Department that is

unique and we would ask you to amplify the report when you send it in, and give us all the information you can. We will have these reports printed and forwarded to every member of the Conference, and I think you will find it a very useful book of reference, because we frequently want to know what kind of an organization exists in some other city, what salaries they pay, how many officers they have assigned to a certain unit, and a lot of other information which will be contained in these questionnaires when they are properly answered.

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PRESIDENT ENRIGHT: Are there any other papers to be submitted? Has any delegate to the Conference anything special to offer now while we have the time? Any special idea or new resolution or anything to discuss upon any phase of police work or relating to anything we are doing here?

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COUNCILMAN SAMUEL C. MAY (University of California, Berkeley, California): May I make the suggestion to the Conference, and I do it somewhat as an outsider because sometimes one who looks at the forest gets a different point of view than those in the forest among the trees. As a student of the subject of police administration, I have been extremely interested as an attorney and city official in one phase of the police situation which I think the Conference might take up for the following reason:

You are working along well established lines, you are establishing connections internationally, you are getting together standards, scientifically approaching police administration, but there is another group without which you cannot succeed, and, unfortunately, the cooperation between that group and your own is not as well established as it might be. I speak of the courts. Unless the police have better cooperation from the courts of this country, the police administration is impeded. There are organizations of lawyers in this country. There are organizations dealing with the administration of law from the court side. The American Bar Associations for instance, and organizations of that kind. May I throw out the suggestion that this Conference at some future date have a committee to get in touch with these other organizations so that there may be an interrelation and so that they may approach this problem. I may be wrong in this conclusion, but I believe it is the greatest problem affecting police administration in this country.

If you work out your scientific problems, your training schools, you will develop a profession of police, but unless you work out that cooperation with the law (and, gentlemen, my experience as a lawyer teaches me, and I have attended many legal conferences) you will find the law is slow to move. It is established on precedent. It is slow to take up new scientific methods. Unless some organization prods them and makes the first move in a cooperation, they are slow to move. I merely throw that out as a suggestion, Mr. President. (Applause.)



PRESIDENT ENRIGHT: I think that is a very interesting suggestion and worthy of some consideration here. We are making some progress in that line in New York City. Things are immeasurably better in that respect today than they were a few years ago. We are getting better coöperation from the courts. We are getting very much better coöperation from the public prosecutors and there is a great deal more sympathy between these coördinated organizations and ourselves than there was only a short time ago. We had in this city about five years ago, a very interesting conference and discussion between the heads of the Police Department, the Mayor of the City, several of the judges of our most important courts, especially the criminal courts, the police magistrates and the public prosecutors from the various countries. I think it accomplished a great deal. Better understanding was arrived at and we have been working along quite smoothly ever since. There are always little jars, of course, but there is a great deal in what you say, sir, and I think we could, through the Bar Association, and the other organizations, and locally in each city and county and state, bring about conferences just such as we are having here and reach a thorough understanding along these lines. If it is a good thing for police commissioners and chiefs from all over the world to confer, then it is well for local law enforcement officers in every community to confer. I think your idea is a good one.

Are there any other remarks on that subject?

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PRESIDENT ENRIGHT: As it is luncheon time, I will be pleased to receive a motion to adjourn, and to meet here after luncheon, promptly at 2 P. M. Please be in your seats at 2 P. M., because we are behind time and I do desire to catch up with our program so as to give everybody ample opportunity to be heard.

(The session adjourned at 12:30.)

## ADJOURNMENT

## LUNCHEON SESSION — MAY 14, 1925

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The session convened at 2:00 P. M., Chief Constable S. J. Dickson, of Toronto, Canada, presiding.

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CHAIRMAN DICKSON: Ladies and Gentlemen. The entertainers have been so persistent, it has been impossible, up to this moment to say a word, for which I assume you are extremely grateful.

On account of the unavoidable absence of our most esteemed President, the Honorable Richard E. Enright, the duty has fallen upon me as one of the Vice-Presidents of the Conference, to preside on this occasion. The time is limited and you will not, therefore, have to suffer many speeches.

However, I am going to decree that there shall be only one toast on this occasion, and that that shall be to the President of this great country, the United States. Will you arise and drink to the health of the President of the United States?

(Everybody arose and drank a toast to the President of the United States, while the band played the "Star Spangled Banner.")

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CHAIRMAN DICKSON: It is customary to have the Chairman or the presiding officer make a few remarks on occasions of this kind, but the time is very limited so I am not going to impose upon you. Otherwise you might consider me in the same category as the man who entered a railway station recently, and, approaching a line of waiting men, some seventeen in number, who were waiting to purchase their tickets, without observing the usual rules of courtesy, ran past them in a sort of uncertain manner, put his money before the ticket seller and said, "I want a ticket to San Francisco." The ticket seller said, "My dear man, you cannot purchase a ticket to San Francisco for thirty-five cents."

"Well," he said, "where can I go for thirty-five cents?"

And all of the seventeen men told him where. (Laughter.)

If I were to impose upon you, you might treat me in a like manner—that is, the male portion at least. (Laughter.)

There is no time for further speeches, but I feel that we cannot go from this room without having a word from the man who, next to Commissioner Enright, is the most important man in this Conference—the most efficient Secretary of this organization, Colonel Douglas I. McKay, who has honored us with his presence on this occasion. Colonel McKay! (The members arose and applauded.)

**COLONEL DOUGLAS I. MCKAY:** Chief Constable Dickson of Toronto, Canada—I want the radio audience at least to know that you are presiding at this luncheon, and I mention that because I am grateful to you for affording me opportunity on behalf of the large number of members, delegates and guests, who are here from the United States of America, to express our profound thanks for the very gracious compliment you have paid us in proposing a health to the President and Chief Executive of our nation.

On behalf of the Police Department of the City of New York I should also like to express the thanks of that Department to Colonel Albee, the President of the Keith-Albee Circuit, who have afforded us in such generous measure and so happily the entertainment that we have enjoyed today.

Your Toastmaster guaranteed there would be but one speech. He did not tell you why. These gentlemen who grace your board today are the officers and members of the Executive Committee of the International Police Conference. They realize that you suffer sufficiently throughout these long proceedings, without having inflicted upon you additional addresses by those who are your chosen leaders, and, more importantly, your friends.

But, in order that you may not escape the significance of this board, I would like, sir, to preempt one of your functions just briefly to recite their names to you:

General O'Duffy, who refuses to speak (laughter) because, says he, being Irish, he might be misunderstood. (Laughter.)

The Chief of Police of Scranton, Mr. McHugh, who is actually a coal baron. (Applause.)

Superintendent O'Neil, who brings a dispensation from Providence. (Laughter and applause.)

Chief of Police Healy, of Manchester, New Hampshire. (Applause.) He is the distinguished treasurer of all the funds in the possession of the International Police Conference, and is assumed, of course, to be honest, but we have put him here in order that we may keep a keen eye upon him. (Laughter and applause.)

Director Borland, of Norfolk (applause)—a very important seaport town. Director Borland is one of those upon whom the International Police Conference can always count for whatever work is to be done.

Chief of Police Long, (applause), of Newark, New Jersey, another of those who toils by day and by night, in order to make this organization the success it has grown to be.

And now Commissioner Stringfellow, who comes all the way from Shreveport, Louisiana. (Applause.)

The Chief Constable of Toronto, Mr. S. J. Dickson, needs no introduction (applause), nor does Monsieur P. Belanger, of Montreal. (Applause.) Superintendent Belanger is a tower of

strength not only literally, but in his administrative capacity as well. (Laughter and applause.)

Superintendent Crowley of Boston (applause), the head of police in one of the largest cities of this country, and I make no mistake in saying one of the oldest cities in this country.

Then we have Chief of Police Tracey, of Paterson, New Jersey (applause). He is near enough so that we can reach out on frequent occasions and get him to do things that need to be done, and he never fails to respond. (Applause.)

Colonel Braden, of Kentucky (applause), who put us all to shame, by appearing at this Convention with the first straw hat seen this season. (Laughter and applause.)

Chief Jennings, of Toledo, Ohio, (Applause.)

Chief McCarthy, who comes from up-state, Utica. (Applause.) Those of us who live in New York City have a profound respect for those who come from up-state. (Laughter.)

And Chief Quilty, of Springfield, Massachusetts, who, although last on the line, is another man who is always to be depended upon out on the floor, in committee meetings, or any place else, to do all he possibly can do to make a success of the International Police Conference.

Now, gentlemen, I trust you will remember that the session tomorrow morning opens at nine o'clock, and that you will all be there. I will be there. Surprise yourselves by meeting me. (Laughter and applause.)

CHAIRMAN DICKSON: Thank you, Colonel.

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It is now time that we answered the call of duty, and we will consider the proceedings on this occasion closed. (Applause.)

(The session adjourned at 2:20 P. M.)

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## ADJOURNMENT

THURSDAY, MAY 14, 1925

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EIGHTH SESSION — AFTERNOON

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The session convened at 2.30 P. M., President Enright presiding.

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**PRESIDENT ENRIGHT:** Please be in order.

We will continue the meeting this afternoon under the regular order, in order to afford us an opportunity to hear the rather brief remarks of Mr. J. Bernard Walker, Editor Emeritus of the Scientific American, who desires to speak on the topic that we will have under discussion this afternoon, "Universal Fingerprinting," which may be considered a proper description of our discussion this afternoon. I take pleasure in introducing to you Mr. J. Bernard Walker, Editor Emeritus of the Scientific American, who will talk to us briefly on this topic. (Applause.)

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**MR. J. BERNARD WALKER:** Mr. Commissioner, Gentlemen: It had been the expectation of Mr. Orson D. Munn, the owner and publisher of the Scientific American, to be here and address you personally this afternoon. He was detained by a heavy cold and asked me if I would take his place, and I think, sir, I cannot do better than to read to you the address which he had prepared.

The subject is "Universal Fingerprinting."

It may seem presumptuous on the part of the Scientific American to urge that the heads of the police departments of the leading cities of the world take some action in a matter which heretofore has largely been a police matter, but we have to say this in justification:

Fingerprinting is a matter of science, and the goal of science is to advance our civilization. That universal fingerprinting would make some of the factors of our civilization a little less cumbersome, and would make the administration of many of our affairs easier and more efficient, there is little question. What is more fitting, then, than that the Scientific American, which for eighty years has been considered the mouthpiece of science in this country, should discuss before the International Police Conference the desirability of universal fingerprinting?

The police are, of course, familiar with the many advantages in connection with the detection of crime which universal fingerprinting would have. Many times the police fail to capture a

criminal, even though the prints of his fingers are found on objects at the scene of the crime. A man has looted a safe and has left the print of his fingers on the door. A thief has rifled a jewelry store and left the print of his fingers on the showcase. A murderer has shot down a man in cold blood, and thrown aside his revolver, with the marks of his fingers on the handle, and fled. These fingerprints furnish the best of clues, but what of it? You have no other fingerprints to compare them with. If we had anything approaching universal fingerprinting it would be difficult for many of these perpetrators of crime to escape arrest.

Not alone in cases of crimes would universal fingerprinting be desirable, but it also would be well worth while in other kinds of problems the police are called upon to solve. Missing persons could be traced more easily if we had a record of their fingerprints. Every once in a while we come across a person suffering from aphasia or amnesia, with no clue to his identity. If that person had been fingerprinted his identity would be established without difficulty. It is similar with cases of insanity. If all infants at birth were fingerprinted, our problem would be solved in the case of foundlings. Doctors could make the fingerprint or a footprint a part of their record in reporting the birth to the Bureau of Vital Statistics.

In order to handle a system of fingerprints where a record could be kept of all persons in the country, it would be necessary to have a bureau established under the auspices of the Government, either the Federal Government or the state or municipal governments. Separate classification should be kept, one for known criminals and the other for persons who have no relation to crime. This second group should have nothing to do with the police, but the police, of course, should be permitted access to it when their group of criminals' marks had failed to yield results.

It is unfortunate that everybody associates fingerprinting with the police. This fact has much to do with the prejudice against universal fingerprinting. A man somehow has a notion that if his fingerprint is recorded it is something like having his photograph in the Rogues' Gallery.

As a matter of fact, fingerprints could be far more generally used in commercial life than in criminal matters. Take the case of a legacy, for instance. A man would find it necessary to establish his identity in order to inherit a certain piece of property. This could be done easily if we had complete fingerprint records. Or take a case involving the life insurance companies. A man is found dead. The question arises as to whether or not he is a man who holds an insurance policy with a certain company. His heirs say that he is: the company says that he is not. If he had placed his fingerprints on the policy at the time it was issued to him, there could be no question as to his identity now.

One of the big advantages to business in having fingerprints of everybody is that it would reduce the tremendous losses to business through crime. The toll to business of the crooks of this

country has been variously estimated at from \$1,000,000,000 to \$3,000,000,000 a year. The Police Commissioner of New York City believes that the lower figure is more nearly correct. Suppose it is only \$1,000,000,000. That sum is approximately the amount of money it cost the Government to carry on for a year up to as late as 1910.

Commissioner Enright believes that if a national police bureau were established, in which could be collected only those fingerprints which have already been made, to say nothing of fingerprinting everybody, the toll of life, property and injuries could be reduced from 25 to 50 per cent.

There is no sound, no valid, objection to universal fingerprinting. The only objection which has yet arisen appears to be one of prejudice. People in this country are jealous of their personal rights and they resent fingerprinting as an invasion of their privacy.

We should remember that a citizen can have his safety insured by having his fingerprints on record. Suppose a man were unjustly accused of a crime. He could in many cases prove his innocence by means of his fingerprints. Those of us who are right-minded should urge for our own protection that the fingerprints of the entire populace be taken.

Three International Police Conventions already have advocated universal fingerprinting. The fourth such Conference is now in session, and the Scientific American sincerely hopes that this body will advocate the measure more forcibly than ever. The Commissioner of Police in New York City has labored long and strenuously to arouse public sentiment so that a National Police Bureau could be established. President Coolidge promised to advocate the establishment of such a bureau and he kept his promise.

His message to Congress urged that a National Police Bureau be created, which would keep a record of many thousands of fingerprints. Senator Moses has prepared a bill and introduced it in Congress incorporating the recommendations of the President. We hope that the measure will pass and we shall do everything within our power to aid its passage. We hope that the Police Commissioners of the country will be a unit behind the measure.

But such a bureau would list the fingerprints only of known criminals. Such a list is not sufficient. All aliens should be registered and a part of that registration should consist of their fingerprints. When an alien commits a crime it is hard to find him, for he is not a member as a rule of any club or political or social organization. In other words, the usual means of identification are missing and in such a case fingerprinting would be doubly valuable.

As regards universal fingerprinting, the objection might be raised that the liberty-loving people would object to having their fingerprints taken. I wonder if this is the case. In some of the South American countries, notably Argentina, voluntary, but universal fingerprinting is the practice. Every resident there, whether

he is a citizen or an alien, is provided with a little book containing means to identify him. This includes his physical characteristics, his photograph, his signature and his fingerprints. It is significant that the persons who are most enthusiastic over this system are the Americans who live in that country. No one can seriously question that fingerprinting is a science. Science may be defined as classified knowledge, and fingerprinting is just that.

It is suggested by Captain John A. Golden, Chief of the Bureau of Criminal Identification, that a start be made toward universal fingerprinting by having fingerprints of school children taken at the age of twelve years. He suggests this age because some children don't live beyond that period and because at that age a mature print is shown. At a lesser age the ridges on the fingers are not developed enough to show fully.

The records, he suggests, be not kept all in one place, but there should be a control bureau in such state. After this bureau had been in operation for about twenty-five years, he estimates, practically everybody in the United States would have fingerprints on record. Immigrants' fingerprints would be taken and added to the collections.

The value of fingerprinting is suggested by the following figures: Out of 40,000 persons who applied for licenses as chauffeurs, 3,500 were shown by means of fingerprints to be undesirable. Out of 33,000 applications for positions in the post office department, fingerprints revealed 1,100 as undesirable. Out of 20,000 applicants for pistol permits, fingerprints revealed 6,000 as undesirable.

An instance of how fingerprinting may serve to protect an innocent man is furnished by the experience of Mr. Gerhardt Kuhne, of the Department of Correction. He was called to Jersey some time ago to identify a man accused of a crime in Pennsylvania. The suspect protested he could not have committed it because he was imprisoned on the day of the crime. In spite of strong evidence against him his fingerprints proved the truth of his statements and led to the discovery of false testimony being used against him.

To date, the New York City police have accumulated fingerprints of more than half a million persons. In addition to these, they have about 200,000 prints sent to them by magistrates' courts, where persons have been found guilty of minor offenses. They also have about 40,000 prints of known criminals supplied by members of the International Police Conference. This central bureau of identification of New York has the fingerprints of suspects and criminals from all over the world. Numerous prisons contribute to this group. (Applause.)

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PRESIDENT ENRIGHT: We are very grateful to Mr. Munn, editor of the Scientific American, and Mr. Walker, for the trouble they have gone to in preparing this very able paper upon the all-important question of Universal Fingerprinting. I desire Mr. Walker,



to convey to Mr. Munn of the Scientific American, the thanks and sincere appreciation of this Conference.

I will have to interrupt for a few moments the regular order of business in order that this Conference may have a demonstration of radio in police work.

In the budget of the Police Department for this year, we have an appropriation of \$50,000 to extend radio equipment throughout the Police Department. The city has a very powerful radio plant. It will be used by the Police Department to a very large extent, and when the Police Department needs it, all other departments are excluded. We have the right of way all of the time, no matter what else is taking place on the Municipal radio, and our Municipal radio is perhaps the most powerful radio station in America. We are using this appropriation to extend a system of radio receiving stations throughout the department. We shall have them in every police station and on every highway leading out of the city, at all ferries leading out of the city, at all bridge-heads and other strategical places where we may hope to apprehend the fleeing criminal.

The first five sets, happily, have been delivered and we are able to give you a very reasonable demonstration of what our new radio equipment will be when it is completely installed as it will be within the next four months. The New York Police Department will be completely equipped with this radio equipment.

This is an entirely new device. All of the existing devices we found to be impractical but the inventors have gone forward and created this thing especially for police work. We know that it is the finest thing existing for this particular purpose, or police purposes, and these are the very first sets and they have only been delivered within the last two or three days.

I think we shall be able, with these few sets, to show you just exactly what we are going to have in operation in the next three or four months.

This memorandum was given to me:

You are familiar with radio broadcast receivers, but today you will see a new use of the radio. To supplement the existing wire communication system of the New York Police Department, a radio signaling and telephone system has been devised. From headquarters, calls can be sent out to any desired receiving point in the city and at the station which is called, a light or a gong will signal the officer on duty. He then answers the call by listening to the spoken order which follows the signal. It is possible to signal groups of stations also, as well as the entire city for a general alarm, and this can be done instantaneously. We can either call one station or we can call a group of station, or we can call all of the stations in the city simultaneously, and a light will be displayed and a bell will be rung.

At headquarters there is a signal box with a signaling key, which is set for the desired station. Operation of this key sends

electric impulse over the telephone wires to the radio station WNYC, where the signals go out by radio. The receiving stations are equipped with a radically new type of radio receiver, running entirely from the electric light, supplied and equipped with selective relays, which respond only to the signals corresponding to that particular station.

Speech is received by the usual head phones.

In order to give you an opportunity to witness an actual demonstration of the operation of this system, receiving stations have been set up here and calls will now be sent out from WNYC to these stations. This is our Municipal plant operating here, and through this great plant we will operate our new radio system for the entire department. (Applause.)

VOICE (over the radio): The first signal sent out will call the precincts in Manhattan, the second signal will call the Brooklyn precincts, the third signal will call all precincts at the same time.

(There was a flash of lights on the receiving set, and a sound signal.)

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VOICE: To all precincts in Manhattan. The commanding officers are directed to report to the Police Commissioner's office in Manhattan at five o'clock today. By authority of Richard E. Enright, Commissioner.

(There was another signal.)

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VOICE: To all precincts in Brooklyn: The chauffeurs and drivers of John Doe, 1120 Main Street, are on strike. You are directed to give them any police protection that is necessary while passing through your precinct. By authority of Richard E. Enright, Commissioner.

(Another signal was flashed and sounded.)

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VOICE: To all precincts: Missing, May 13th, 1925, Jane Doe, 501 East Fourth Street, thirteen years, weight 120 pounds; dark brown hair and eyes, fair complexion; wore brown hat, blue suit, flesh-colored stockings, black pomps; wore blue enameled graduation pin marked with the letter "E." By authority of Richard E. Enright, Commissioner. (Applause.)

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PRESIDENT ENRIGHT: Gentlemen, I think that is a fairly good demonstration of what we will have actually in operation in a very short time.

You can all appreciate the tremendous value of a radio system of this kind, and the New York installation will undoubtedly result in widespread use of a system of this type throughout the world. It is new. We don't claim everything on earth for it. We believe that it is entirely practical and will give us the results that we require. Speed is the all-important thing, of course, in the apprehension of the criminal.

I might illustrate that by telling just one incident that occurred about two months ago. There was a robbery committed in the Borough of Brooklyn in the vicinity of Borough Hall, which is about one mile from the entrance to the Manhattan Bridge on the Brooklyn Side. The police officer arrived on the scene almost immediately after the robbers had perpetrated the crime and had gotten into their automobile and disappeared. Somebody said that three numbers on this automobile were so-an-so. This officer, with rare presence of mind, and without fumbling the ball, went immediately to the telephone, connected with police headquarters, gave the information that he had, said that the car had gone in the direction of the Manhattan Bridge, he thought, and that was immediately flashed to a booth at the bridge-head of the Manhattan Bridge on the Manhattan side. The officer who answered the telephone stepped out of the booth and there approaching him within about a hundred yards was this very car in which were the robbers. He stopped the car, captured the robbers, and they have since been properly punished.

That shows you what the equation of speed means in the apprehension of criminals. With a device like this, where the information can be immediately flashed to all of the strategical points of the city, and to zones where we can enclose the criminal and get immediate action, I think you can understand that we are going to be able to deal far more efficiently with the criminal than heretofore, thanks to the fact that we have this powerful radio plant which will be as completely at our disposal as we need to have it at all times, to the exclusion of all other business. All that we need now is a full complement of these receiving sets. They will all be in operation, as I tell you, in three or four months. I hope the results will be satisfactory and I am going to see that every police department has information as to how it is working out.

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PRESIDENT ENRIGHT: I am going to depart from the regular order of business in order that this Conference may be privileged to hear one of the most distinguished men in the United States. He is a member of the Cabinet of the President of the United States; he is the Secretary of Labor, the Honorable James J. Davis. He is very much interested in many phases of police work. He is a man who has been brought in contact with people all of his life. Some of our brothers from Great Britain will be pleased to learn that Secretary Davis came here from Wales as a boy, and a poor boy, some years ago (I won't say how many), but he has prospered greatly here, not perhaps in a financial way, but he is rich in the admiration and affection of the American people. He has won a proud place in the esteem of all the people of the United States.

Secretary Davis is very much interested in police matters. He has on many occasions advocated alien registration and he will speak upon that subject tonight. This afternoon he is going to speak to you upon another phase of police work. We are highly honored and it is a great privilege indeed to introduce to you the

distinguished Secretary of Labor of the United States, the Honorable James J. Davis.

(The members of the Conference arose and applauded.)

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**HON. JAMES J. DAVIS:** Mr. President and Gentlemen of the Conference: It is my privilege to welcome you in behalf of the President of the United States. You have journeyed many thousands of miles to come here and collaborate with us in the matter of police protection.

I am happy to come here because my very good friend, Commissioner Enright, has extended me this invitation. I have a great admiration for him. (Applause.) And while a lot of men make political campaigns out of a good many of these things you men do, yet, I can't help but say that I believe Commissioner Enright is one of the foremost men in police circles in the world. (Applause.)

I came here as the representative of a great fraternal organization, numbering some 600,000 people here. We have been in conventions for twenty years. We have been in practically all of the greater cities in the United States, and we hope some day that we shall have the pleasure of meeting you in a foreign land with our organization, because it is now becoming world-wide. And I say to you that for the first time in our history when we held our convention here last year we didn't have a single complaint from any one in regard to the police force, and they said that the police force was the best bureau of information that we have ever had, in any city that we have held our conventions in, and I say that is because you have a good organizer. You have to have somebody at the head of everything, and if you never had anything on but a shirtwaist and a pair of trousers, and you lost a button that was holding your pants, and you put a pin on it without a head, it wouldn't hold up very long and I don't think anything else will last long unless you have a head. (Laughter and applause.)

And if you don't have a head on it, it will kind of jag you, all the time like a communist. You know he believes in doing away with all authority. The morning paper is telling me that our British friends are now driving them out of Great Britain, and I believe they will come here with a letter of introduction to you (laughter), and I hope you will pass them down to my good friend here from Buenos Aires. I was down there last winter and had a very enjoyable time, and wherever I have been the police have always been very, very kind to me, in my travels about the world. And so I thank you now for the many courtesies that you have extended to me—but I am delighted and happy to be here with you just because you gentlemen represent one of the greatest props of civilization, the power of law and order. Without you and the men you control, without law and order, there would be no such thing as human society. If you think of it, all of the activities we perform, all of the pleasures we enjoy; the very

living of life is the seal of dependence on the lonely man in brass buttons, who takes his orders from you and walks his lonely beat, or stands in the street directing traffic, or running down the criminal. Without that faithful man, and without you to direct him, mankind would revert to barbarism and savagery.

The policeman and his chief are living emblems of the restraints that civilized people agree to place upon themselves. You are the embodiment of that human instinct stated in the Bible and in force ever since—"Let all things be done decently and in order."

You not only keep us in order and make society possible, but your task in doing so is probably the most trying, dangerous, and unpleasant of all human occupations. We are too apt to think of the policeman, if we think of him at all, as a sort of automaton. We forget that he is not a mechanical contrivance, we overlook the fact that behind the brass buttons, inside the blue coat, is a human being like ourselves, with all our common instincts, feelings, likes and dislikes. We forget what a task he has, how lonely it is, and how dangerous sometimes. The criminal's dirk is aimed at him first of all, and it is aimed at him every hour. Yet every hour the policeman must keep his courage and vigilance. Society expects it of him as a matter of course, and thinks no more about it. The truth is that we have little or no appreciation for this faithful guardian of ours. We seldom think of the important work he does, or of the trials he endures, the perils he faces, while he does that work. And his work is growing harder and more dangerous every day. I confess that a study of crime in the United States depresses me at times.

With all our schools and all our churches, with all the money and effort put forth for the suppression of crime, we find it steadily gaining and growing year by year just a little faster than our population, just a little bit faster than everything we are doing to prevent and punish it.

And everybody is working sincerely; everybody is working honestly according to their lights along the lines of crime prevention and better citizenship.

When I look at this audience and realize the type of men who are giving their lives to the detection and prevention of crime, I say to myself, "Surely it can't last long against such a force as this."

And from the point of view of those assembled here, I have no doubt that progress is being made. I have no doubt that the criminal's chance of escape is less than it was a generation ago, particularly in our cities and in proportion to the population and to the number of criminals. Great improvement has undoubtedly been made. Unfortunately, we cannot measure this improvement, for the United States is the only great country that does not gather its criminal statistics. And crime is one of the things which you cannot study without statistics. We can think and talk, but we can't know until the subject of crime has been made one of the serious considerations of our statistical agencies.

A special committee of the American Bar Association in 1923 made some interesting comparisons from such scattered information as was available. According to this committee's report, the population of the United States from 1910 to 1922 increased 14.9 per cent, while the criminal population in institutions increased 16.6 per cent. There was a notable decrease in crime during the war, but afterward it rapidly increased. The unpleasant part to my mind about this report of the American Bar Association was that the comparison of criminal records of European countries with such parts of this country as keep such records.

In all of England and Wales in 1921 there were 63 murders, and in 1922 there were 17 murders in London. The number of murders in all France for the latest year the committee could secure figures was 585. In New York City alone there were 260 murders in 1921 and in Chicago 137. The estimated number of murders in the United States in 1922 was 14,640.

Of robberies, 95 were committed throughout England and Wales in 1921, and 121 in France. In 1922 in New York City alone there were 1,445 robberies reported, and in Chicago 2,417.

On July 14, 1924, the Census Bureau stated that there were 108,939 prisoners in the penal institutions of the United States on January 1, 1923, and that by June of that same year the number was 169,017.

We have very little information upon the subject of repeaters. but each one of you gentlemen present could probably recite a dozen cases in your own experience where young men have been arrested by you, convicted in the courts, served a term in prison and come out, to be arrested again, convicted again, serve another term, to come out to be arrested again, and so on and so on time after time. And to remedy this some of the States have passed what they call their habitual criminal acts, so that after the second, third or fourth arrest, as the case may be, a man can be sentenced to prison for life, even though the particular crime for which he is arrested the last time is a comparatively slight one.

I know of no sadder comment on the hopeless floundering that we are doing in all of our treatment of criminals. I believe there is something mentally wrong in almost every case of what could fairly be called a criminal mind. I do not mean that this is true of every man who in a moment of anger or jealousy killed a fellow being. It might not always be true of the fellow who, if hungry, burglarized a home to get some food, though I think in most cases you would find that bad environment and defective education had contributed to the making of an unbalanced mind.

What I want to talk about here is principally society's treatment of the criminal after you men have caught him and turned him over to us for punishment or correction.

I was startled to learn how many of the penitentiaries and prisons of the United States are located in great cities. I was startled by the report of the Bureau of Labor Statistics covering

the subject of convict labor. I was startled to find that of the 84,761 convicts whom the Bureau found in the State and Federal penitentiaries of the United States, less than 10,000, or only about 19 per cent, were working outdoors on public highways and public works. I was startled to see how many of these prisoners were turned over to the contractors, who pay the State a ridiculously low amount per day for the labor of these prisoners, and still other large numbers who were working for contractors under a piece price system, which is even worse.

And these men were working at an industry which had no educational value for them, which was not fitting them to earn an independent livelihood after their term in prison. I found they were running sewing machines, putting out 12,000,000 workers' shirts a year, to enable a convict labor contractor to undersell in the markets and thus bankrupt outside shirtmakers employing people who were trying to earn an honest living. These prisoners were throwing people out of work and making them easier victims to the conditions which create more convicts for the contractors.

I found these convicts making 3,349,803 pairs of workers' trousers, 99.8 per cent of which were sold in the open market in competition with free workers. I found them making 5,759,140 pairs of shoes, thrown onto the market to close more shoe factories at a time when legitimate shoe manufacturers were throwing their employees out of work.

Not only is this an unfair advantage given to prison contractors at the expense of the criminal and of the State, but it makes practically impossible any reform in the treatment of the convict himself.

You men by your Convention have created great talk throughout the country. I have traveled nearly a thousand miles to get here to this meeting, and as I bought the newspapers upon the road, every newspaper's headline refers to something about this Conference and so does the editorial. I wonder if you have seen this cartoon of the New York Tribune—this cartoon here, and the character of these men which is fame to you. What good could you do with these men, sending them to penitentiaries to keep their noses down and making some shirts and running a machine, or pegging away making a pair of shoes? I want to call your attention to that just before I close.

You will remember the story of the convict who said he was sent to prison for being dishonest and while there worked for a contractor who paid 35 cents a day for his labor, and that his task was putting paper soles on women's shoes. What's the use of trying to teach honesty to that fellow? No free American worker should be forced to compete at his trade with the underpaid or unpaid, enforced servitude of our penal institutions.

I would wipe out entirely the employment of prison labor in competition with free labor. Of course I do not advocate idleness in our penal institutions, but I would provide for the vocational training of every convict in a useful trade at which he could find

employment after his release. I would not have prison-made goods marketed even for government use. And that is going on in America today.

The prisoner who sews a false label in a prison-made garment, indicating that it was made by an outside manufacturer, knows that he is forced to become a liar and a cheat. If our jails and penitentiaries teach a man to lie, what can we expect of that man when we set him free? If criminality in many cases is due to physical and mental defects, I believe we should send our doctors and teachers into the jails to study and teach to cure and aid. I would like to see the experiment tried in one of our great institutions where thousands of men are incarcerated. Some public-spirited philanthropist might well endow chairs of learning in our penal institutions, if it is true that our criminals are in many cases what they are because they are illiterate and uneducated.

And if you do get a philanthropist and the police chief might give him a P. D. for spending a lot of money he would be in a bad way with some of our people. (Laughter and applause.)

For one thing, I would take the prisons out of the cities. I find that of the \$76,000,000 worth of work done by convicts in penitentiaries in one year only \$11,000,000 represented work on public highways. I would build the prisons out in the country where the inmates would be removed from the very air and environment that has wrecked their moral fibre.

I would let them work outdoors on things that need to be done. Let the prisoner do something for society that society needs, build public roads where roads are needed, and not work for another individual or a firm which is itself more of a social menace than was he. The convict labor contractors who put 12,000,000 workers' shirts on the market to close shirt factories and throw thousands of people out of work are no less a moral menace because the law does not brand them criminals. You put the individual criminal convict to work for a bigger criminal, and then wonder that you have not reformed him.

I would make the convict's time in the prison a school time. I would educate him along the line that any crime against society is a crime against self, since no man can get away from being a part of human society. I hear you say there is not much use in talking this stuff to the type of man that constitutes our criminal class. I do not agree with you; but at any rate this is the education for the fathers and mothers of the future children that will otherwise become criminals. It is the type of education for the communities and for that class from which our criminals come. Society itself is too often the cause of the crime from which it suffers. Insofar as environment produces crime, insofar as false education, false theories and false philosophies of life produce crime, society alone can furnish the cure.

Society alone can change environment, except in individual cases. Society alone can direct the educational forces of our land.



Therefore, I would make the convict's time in the prison, as I said, a time of training. I would teach him what organic society is, why it is, how it grew and grows. I would teach him the philosophy of human association and of social growth. I would teach him the history of the United States and of its institutions. I would teach him the reason for laws, the reason for courts, the reason for education and schoolhouses. I would go further. I would teach him the history and growth of private property, the reasons for private property, the benefit that comes to all for the legitimate acquisition, use, protection and social control of private property.

It is true that murders that arise from jealousy and from sudden brain storms are very difficult to reach through any form of education, but after all it is astonishing how small a percentage of our total criminal record falls into this class of crime. By far the greatest proportion of our crimes are crimes against property. They are the burrowing rat that will undermine and topple down our temples to the dollar god, no matter how we buttress them. And for this shallow, insincere, inhuman dollar worship we must instill into the minds of our children first, and if we cannot reach our children in time then into the minds of our convict when he is thrown into our care, a basis philosophy of life which gives him a chance to be a man.

If we really want to empty our jails and penitentiaries we ought to begin with the child. I am told that 80 per cent. of the population of our jails, penitentiaries and other similar institutions comes from the ranks of our 500,000 neglected, under-privileged children. We spend literally billions of dollars in punishing and caring for our criminals and defectives, and enforcing our criminal laws. Might it not be well to devote some of those billions to rescuing the neglected child before he or she grows up to join the outlaw ranks? I am informed that last year \$2,650,000,000 was taken in hold-ups and robberies; \$100,000,000 was lost in forgeries by trusted employees. The total cost of crime to the people of the United States is annually greater than the cost of maintaining the Federal Government. Might we not well devote some of this money to the rescue of the neglected child before he or she has a chance to join the outlaw ranks? Why not eliminate the large part of our criminal classes before they grow up under vicious and evil influences to crowd our jails and penitentiaries and other public institutions?

If you would prevent crime and save a large part of the cost of punishing it, go straight to the training and education of our neglected childhood.

This seems to me the quicker and surest way to make society safe, to lighten the burden on our police forces and give the policeman time to be a real friend of the law-observing citizen who make up the bulk of our people. We would then be performing a real service to the nation today and in the future, for there is no higher duty imposed upon every one of us than the duty of providing better citizens for a better America tomorrow. In that

direction lies peace, prosperity and law observance and true progress toward the ultimate perfection of our civilization, on the basis of the brotherhood of man and the Fatherhood of God.

And I want to take this opportunity again, because all I have got I have read in the paper, and if I am wrong you correct me. It seems to me the purpose here in New York is to establish a school to study this particular question, and I don't know of anything that will do more work than this particular school that you are about to establish here in New York.

I am delighted and happy that I have been here with you to meet you and to talk with you on this very, very important question that you have come from all corners of the globe to discuss. I hope you will have a very pleasant time in the city. If you come over to Washington, I know that the President of the United States would be delighted, happy and glad to clasp your hand and say "Welcome to America." May you and yours have a good time while you are here. (Applause.)

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PRESIDENT ENRIGHT: We have just had the great privilege of listening to a splendid address from the Honorable James J. Davis, Secretary of Labor of the United States, upon the "Criminal Problem." James J. Davis possesses one of the greatest and noblest hearts in the Republic. Were it not for the single impediment that he was not born in the United States, and is therefore prohibited from being President, he would be our best Presidential timber and might well aspire to that great office. (Applause.) He is cast in the mould of the great Lincoln. He believes in the man and the dollar, but he believes in the man before the dollar. This man is practically the founder of one of the greatest fraternal organizations in the United States. It is the Loyal Order of the Moose. When he took charge of it, it had less than a thousand members and scarcely anything in the treasury. It was practically bankrupt in funds. Today it is an organization of more than a million people, and one of the most successful and strongly entrenched fraternal organizations in the United States. They maintain two great institutions. One at Mooseheart, out in the Central West, where they take the orphan children, where they take mothers and all of the family with them, and they give them a home there, free of charge. And there they educate them and train them, and turn them loose in society, when they have grown to maturity, as the very finest type of American children. And down in Florida, down where the sun shines all the year round, they have established a beautiful home there for the aged people of this great fraternal order. They cherish the helpless old people and keep their hearts warm in their declining years.

These two great enterprises, and this great institution, are the children of the brain of James J. Davis. (Applause). He deserves well from God and man. He is one of God's choice creations on this earth, and he has always been the servant of his fellowman. There is not a finer soul or a finer citizen beneath the flag or be-

neath the sun. We are grateful for his coming here today, coming, as he tells you, a thousand miles to look you in the face, to give you a handclasp, and to tell you how he feels towards you, for he is for law and order; he is for established government, and he is for everything that makes for life, liberty and the pursuit of happiness here and everywhere. (Applause.)

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PRESIDENT ENRIGHT: We will now begin deliberation under the regular order of business, "Individual Credentials." The Chair is pleased to recognize General Alfredo Horton Fernandez and Cesar E. Etcheverry, Commissioner of Identification, Argentina, for a discussion upon this topic.

I have the pleasure of introducing to you the Honorable Alfredo Horton Fernandez and Cesar E. Etcheverry, Commissioner of Identification.

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(Secretary McKay read the paper "Usefulness of Universal and personal Identification," by General Alfredo Horton Fernandez and Cesar E. Etcheverry, as follows:

One of the principle requisites of a modern police force, in order to carry out its proper mission, is to have an adequate and classified knowledge of the constituent elements of the society in which it works.

This knowledge should not be confined to the minor circle of criminals and their co-workers only, but on the contrary, should comprehend each and every social stratum, where in one form or another the police must render services—with its wise counsel based on prudence and experience, with the help of its power and at times with the force of its hand.

The following is the real mission of the police force: To render the honest man all possible help in the legitimate business of life, and to prevent the wrong-doer and evilly inclined from injuring society by his criminal infractions of law and order.

For many years it has been an aphorism in the repression of crime that the matter of identification is supreme in criminal investigations. Therefore, if we devoted ourselves to speaking about the expediency of identifying criminals, whether actual or prospective, we should be saying nothing new, and losing not only our time, but that of this Conference, by discussing matters of common knowledge.

Our purpose then, is a different one. It is to present to this Conference, the experience acquired throughout many years in the interests of general personal identification, developed by the police of Buenos Aires, the beneficial results of which have been felt not only by our country, but by all our sister nations of lower South America, who have either coöperated with us, or adopted our conclusions.

In order to achieve its purposes of General Identification of the whole population, the police of Buenos Aires did not await

or ask laws to be passed obliging the people to undergo identification. On the contrary, they proceeded on democratic lines. When the necessity and convenience of identification were made known, the police established through administrative measures the ways and means to give it effect. This was done without undue pressure. They convinced the honest people of the great advantage that would accrue to them at any given moment by being able to establish their identity to anybody they desired, and occasionally to prove their upright and trustworthy past record.

It is a well known fact that in the majority of countries, the identification required for any civil act is established by documents or birth certificates. These prove the legal identity, but they do not fundamentally testify as to the physical identity, because they are documents made at a given moment of life. A birth certificate does not distinguish or characterize a child physically so that he may be differentiated in a conclusive way from others. It is true that countries like ours having compulsory military service, require their citizens to register with the military authorities, who in turn, give them as proof of this fact, a card of registration, in which the distinctive physical features are stated. However, these documents, because of their importance, must be preserved with great care, and therefore, the individuals do not generally carry them on their persons. Moreover, children, young men, who have not attained the necessary age for military service, foreigners, and women do not possess such documents, and there are many occasions on which it is of paramount importance to prove their identity and establish who they are, their state in life and legal status. Occasionally, especially in large cities, it is necessary for an individual, not only to establish his identity, but to prove that his past record and relations with his fellow men have been irreproachable, as a guarantee of his future conduct. This occurs when he is filling a public position, whether it be great or small, in which public confidence reposes. In a case like this, it is logical that society should demand that this office be given only to one who is capable of bringing to it honesty, or better and inborn sense of morality. It is the duty of the police to see that this is achieved.

The tide of immigration obliges countries zealously to guard their domestic interests by requiring that the foreign elements admitted are those which can contribute the benefits derived from industry and from respect for law and the democratic policy of today. No one can reasonably maintain that other countries should admit into their midst foreign elements which have proved themselves unadaptable at home through their nefarious and anti-social activities. These are evils each country must bear in proportion to its own volume of crime, because they are excrescences on the body politic, which should be excised at home without attempting to spread the contagion elsewhere.

In order to achieve these purposes of social harmony and prophylaxis, it is necessary that a certain powerful organization powerful in itself and by reason of the social and for which it exists,

should be charged with the duty of cataloguing the population, with no other intent than to serve loyally the best interests of society. We, and with us nearly all South America, have found that the police force is the institution best adapted to this end. The police force, without being all powerful, is the body entrusted with the preservation of good order and the maintenance of public safety, and as such, it cannot remain aloof from responsibility in this matter. Hence, the police amongst us have devoted themselves thoroughly to procuring knowledge of the general population through the medium of voluntary registration, effected by these Certificates of Identity, which are given to everyone who can present legal proof of his identity, without distinction of age, nationality or past record, and it has obtained such efficient results, that the general population comes to the police authorities eagerly to offer these proofs of their identity and to provide themselves with the certificates or police documents, which allow them in turn to prove their identity to others.

From the aforementioned principles which have been cursorily explained, are evolved the so-called "Cedula de Identidad" and "Certificados de Conducta"—Identity Certificates and Certificates of Conduct respectively, also other similar documents, so well known to foreigners who visit the Argentine and which prove so useful to the general public.

To give an idea of the development made in this line, it is sufficient to know that in the City of Buenos Aires alone, with a population of nearly two million people, there have been issued more than 890,000 cards of identity, 377,000 certificates of conduct, 88,000 permits for drivers of public and private conveyances, and 41,000 passports.

In the immense number of Certificates of Identity issued are comprised those of National and Municipal employees, Municipal teachers, members of the Merchant Marine, Conductors and Guards of public conveyances, public employees of private and State banks, etc. Amongst those requesting Certificates of Conduct are a great number of persons who require to establish their past conduct to their employers or prospective employers, also those emigrating to countries where this proof of moral soundness is required.

We want to point out that the police do not arbitrarily make use of these certificates to punish with undue violence a man who has committed a fault once, and through the lack of one of said certificates is unable to obtain a position. On the contrary, the police deny such certificates primarily to the professional delinquent whose successive records of crime have proved him irreformable. Also to those of bad habits, who, though with less criminal records than the aforementioned, prove to be as dangerous as the others because they lack working habits, or frequent the company of thieves, or keep gaming houses or places of ill fame.

On no occasion are temporary Certificates of Conduct denied to a man, who even though he has not an unblemished character,

can, nevertheless, offer a sufficient guarantee of intention to earn an honest livelihood and reform morally. In such cases it is only logical that all precautions be taken in advance against sentimental weakness, calculated in many instances to lead us to imagine without grounds that we can excite good motives in the breast of a criminal who is really incapable of them, and who makes a trade of these things, in view of the fact that it becomes expedient for him to adapt himself momentarily to a way of living which he has heretofore repudiated, and which he always repudiates in his heart of hearts, so much so that he returns to his former habits the moment the vigilance of the authorities, lulled into a false security by his protestations, relaxes.

Apart from these major documents of identity and conduct, there exists others, the advantages of which are made manifest daily, but the adoption of which is slow and is consequential upon the practice deriving from the Certificates of Identity and Conduct, thereby rendering them unnecessary at the outset.

Due to these police measures of identification, the respective institutions of the Argentine, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay are perfectly coördinated and recognize administratively the documents issued in the several countries in accordance with the protocols and resolutions of our South American police conferences of Buenos Aires in the years 1905 and 1920. This is what we should like to obtain from the other police forces represented here, so that in this manner, any inhabitant of one of our countries may be able in other countries to prove his identity, and even go as far as to give satisfactory proof of his past conduct by means of the documents issued by the police of the country from which he comes.

We think it unnecessary to emphasize the great benefits that would accrue from this, and they would be even greater if in every country there would be created by law, or by mutual police agreements, a central organization which would have charge of compiling the identification archives of the nation. This would offer no practical difficulties, because it would be sufficient, in order to carry it out, that the police forces would act with good will, sending to the principal Bureau of Identification of their country one copy of the fingerprints of every person whom they identify for any purpose whatsoever, and that this central office would, in turn, forward the "dossier" of the person in question.

We do not care to draw up an exposition of the minor details necessary to adapt this procedure to daily practice. It is sufficient for us to know that if all pursue a common purpose, each police force will carry them out in the way best calculated to secure satisfactory results. It appears to us that in certain countries, and especially in the U. S. A., the public must be intelligently prepared so that it will appreciate the issue at stake. The aim is not to identify the whole of the population on the supposition of badness. On the contrary, the object is to distinguish more easily the good, to whom the police are obliged to render all their

help, and at the same time to single out the bad, in order to protect society against their attempts to disturb its tranquility. It is, therefore, necessary that the people thoroughly understand that our purpose in seeking that all individuals be identified is inspired by the most laudable motives which conspire to produce a state of general welfare.

Now let us suggest that these recommendations be not imposed at the outset by law, but be allowed to establish themselves in practice. Let the police begin by identifying all their own forces, both active and reserve, from the highest official to the last man in the ranks. Then let the municipalities follow, requiring the same thing from all their officials and employees. Then prevail on the banking establishments to do so with their staffs, likewise the street car companies, omnibus companies, railroad and other transportation companies, and little by little a favorable atmosphere will result, since carried out in such a way, no one who really values his tranquility will object to undergoing identification.

In view of the foregoing, the Argentine Delegation proposes the following resolution:

#### RESOLUTION

Whereas, The advantage necessarily accruing to every inhabitant of a country from the possession of a document which will enable him to prove his identity at any given moment in a conclusive and simple manner, cannot be doubted, since this document will contain the most necessary elements of physical identification such as photographs, fingerprints and civil status, together with personal characteristics, and

Whereas, This document, although it establishes something permanent such as personal identity, cannot at the same time vouch for conduct, which is something transitory, and

Whereas, Accordingly this certificate of identity must be given to any person requesting it without distinction of sex, nationality, age or past record, providing he can establish his civil status, and

Whereas, It is also useful to provide with temporary certificates of good conduct those who request them and who are in a position to use them for their legal or personal convenience, and

Whereas, It is unnecessary to wait until laws are passed enforcing the acquiring of such documents because, as this is a matter of general welfare, the population itself will learn to realize the benefit of possessing such documents as soon as the police authorities facilitate their acquisition,

It is Hereby Resolved, To urge upon all police forces affiliated with this International Police Conference to grant Certificates of Identity, Conduct and other similar documents to everyone applying for them and being fit and proper persons to receive them. It is also resolved that Certificates of Conduct be granted to those

who have a good record, and even to persons whose subsequent conduct and present behavior, although they have been in the past guilty of transgressions or crimes, testify to a moral reform, the result being that these Certificates of Conduct will be denied only to the professional criminal and to such as are a menace to society on account of their anti-social tendencies.

It Is Further Resolved, That every police force affiliated with this Conference should recognize in its own country the documents issued by any other affiliated police force, within the limits of its legal and administrative powers, and that for the better centralization of the proofs of identity and conduct, it is advisable to arrange that in every country there be established a central Bureau of Identification, functioning at the principal police center of that country, or wherever circumstances permit.

This will prepare the way for the compilation of international police archives.

PRESIDENT ENRIGHT: A very remarkable development along this line of Individual Credentials has taken place in the Argentine and several of the other countries of South America. I am not sure which country it was that first instituted it, but I think it was Buenos Aires; however, it is quite extensively used all over South America. They have a system of identification in this form (indicating) about the size of the cover of a small memorandum book, and inside is a brief record of the person to whom it is issued, a description of him, a picture, his signature and a fingerprint. As a preliminary, an application must be made to the station house or headquarters or to any office of the Police Department, and the person applying for this form of identification is then investigated. If he is apparently all right, he is issued one of these credentials which is permanent. At the same time his fingerprint is taken and a photograph is placed in the unofficial files of the Police Department, not in the criminal files, but in other files separate and apart. This system was not established by law, as I understand it. It has just simply been a growth and being started it has grown tremendously until practically everybody in the Argentine is so registered. The people most in favor of it are the Americans living in Buenos Aires. Every American I talked to down there (I was entertained at the American Club) asked me if I had seen one of these identification cards. I said yes that I had and was very much interested in the system. All the Americans I spoke to said "You ought to have that in the United States," and I agree with them.

This is a very good thing for the Police Department and the individual who has one. The use we might make of it in the Police Department is quite obvious. It is a first class identification. First of all there is the description, the name, a photograph, the signature and the fingerprint, five separate points of identification. It is a first class thing for a man to have when he is traveling outside his own city, state or country. It is positive identification at the post office, the express office, at the polls when you



go to register or elsewhere where identification is required. It is sure identification when one is apprehended by a police officer. He can serve you with a summons instead of arresting you, or he can warn you.

It is of great use to any citizen that has one. It is no protection to the citizen if he happens to be a crook or happens to go wrong. It doesn't excuse him at all. They have used it in South America, too, in another direction. When a man comes seeking employment, the prospective employer says, "Well, have you an identification card? Let me see it." And if he says "No," the employer says, "Well, how do I know you are the man you say you are? How can I tell that? You go and get one and come back." And if he is a crook he doesn't get the card and he doesn't get the job. It is a splendid thing. It has worked out very well in the Argentine, where I saw it used to great advantage.

That is what this paper relates to largely and I do hope we can establish it here in one way or another. They issue these cards and they charge a dollar, which would be fifty cents here. I wanted you to know about that.

We will now be favored with a few remarks from Professor Salvatore Ottolenghi of Rome.

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**PROFESSOR OTTOLENGHI:** The identification system of Mr. Etcheverry is a wonderful thing. The system used in Buenos Aires should be established in the United States, in New York City.

In Italy we have not had the opportunity or have not been able to take the records of others than criminals, but in the last two years every functionary of the Municipality of the Police Department has in his pocket a record of identification and his fingerprint, and he now requests the members of the International Police Conference to respond to this demand. The functionary of my school, of which I am the head, has commenced to take the fingerprints of babies of those born fatherless—illegitimate children—and he was only able to do so fifteen or twenty days after they were born. This record has been adopted from the Institution of the Illegitimate Child, and he was only able to do so after that time.

**PRESIDENT ENRIGHT:** You have heard Professor Ottolenghi of Rome supporting the idea advanced by Inspector Alfredo Horton Fernandez and Cesar E. Etcheverry on the question of Individual Credentials.

If no one else desires to speak upon this subject and I think it is very well understood, I shall be glad to receive a motion to refer it to the proper committee, who will report with resolutions at some future date.

It has been regularly moved and seconded that we close the debates upon this question and that the matter be referred to the appropriate committee. All in favor say "aye," opposed "no." The motion prevails.

**PRESIDENT ENRIGHT:** The next subject we will take up this afternoon is the question of Alien Registration. You will notice from your program that Honorable James J. Davis, Secretary of Labor, was to speak upon that subject this afternoon. He came here prepared to speak upon that question and also on the other question which he has discussed this afternoon, and by agreement it was decided that he should speak as he did this afternoon and keep his speech upon Alien Registration for this evening, at which time it will be taken down and incorporated in the records of this Conference. You will find that he will deliver a very good address upon this very important question. I believe that we have a number of members of the Convention who are scheduled to speak upon that subject. Would Mr. Gundy of Canada like to speak upon the subject of Alien Registration?

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**COMMISSIONER GUNDY (Canada):** Mr. President and Members of the International Police Convention: There is one word which I want to say both on behalf of myself and Chief Thompson, who has had to return—that is to express our appreciation of the very great kindness and courtesy extended to us on our visit to this Conference. You will perhaps be interested to know that we come from a very rapidly growing community and that our town lies directly south of the City of Detroit. It is a fact very little understood, except as it may happen in Alaska, perhaps the only town in Canada that lies south of an American city.

We have had extended to us great courtesies by Superintendent Rutledge of the Detroit Police Force. It was he and his representative in his Identification Department who introduced first our Identification Bureau there, which now is doing very excellent work. We get reports on identification from all over the United States and England and other points, and we have a man who is very capable and we are able also to furnish very useful reports.

I was very much interested in the paper read by the Argentine representatives, and would just like to say in that connection that in Detroit they have been advocating the same thing and I have been furnished with an identification card with fingerprints, etc., by the Detroit Department at the time they came over to install our department.

This question which is now open for discussion I have thought was more of an immigration matter than a police matter. At all events, with us it has not arisen in a way which has attracted my attention, and if you will just allow me, I will close by thanking you again for your courtesy and kindness.

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**PRESIDENT ENRIGHT:** Has Chief Lorrain of Canada anything to offer on the subject?

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**CHIEF D. D. LORRAIN (Montreal):** Mr. President and Fellow Members of the International Police Conference: In reference to the distant identification system, I would like to say a few words

on identification and extradition in order that some means might be found to facilitate the speedy extradition of a fugitive after he has been located, identified and arrested.

In some cases, even after an accused has waived extradition, it is often weeks and months before he is returned to the country where he is wanted. This is in many cases due to the delays caused by lawyers, even after an accused has expressed his willingness to return. These delays are not confined to any one country, even on this continent or other parts of the world. In our own country, in the city of Montreal, we had a case decided only a couple of months ago, after having been before the courts for more than two years. It was that of a man named Glassburg, wanted in Cleveland, who, after he had been arrested and committed for extradition, had his case taken to appeal on technicalities, and although the decision of the Extradition Commissioner was upheld by every court, the accused was able to delay his return for a couple of years after he had been located and arrested.

Not to mention the expense, every police officer knows what delays cause. In some cases the witnesses disappear or die, and when the accused is finally brought back to the place where he is wanted, there is so little interest, even on the part of original complainant, that he might as well have been left where he was located in the first place. I think this Conference might take some action in order to have the laws of the different countries amended in such a manner so as to facilitate the extradition of fugitives from justice and have them returned as quickly as possible, when located and arrested, to the countries where they are wanted. I feel sure that this is a matter which every country represented here is interested in. I could say much more on the subject, but don't wish to take up the time of the Conference, and would like to hear some one of the other delegates on this important question of extradition. (Applause.)

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PRESIDENT ENRIGHT: Has Commissioner Pott of Germany anything to say on this question?

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DR. GEORGE POTT: Mr. President and Gentlemen of the International Police Conference: Gentlemen, I think you all know that we have a compulsory registration all through Germany, that is for native and foreigners both alike. Everybody is obliged to report within three days to the local police station covering the district which he resides after change of residence.

Persons on a visit to Germany are required to register within four weeks if they remain in the same locality for that time; this means that anybody who does not remain four weeks or less in any particular location does not need to register; this applies the same as if he travelled to another place.

During the war and after the war this regulation of foreigners was made much more severe. They were obliged to report in person at the local police station covering the district within

which they resided, but within 24 hours after they arrived. Whoever failed to register was punished by fine, or imprisonment if he failed to pay the fine.

We were compelled to enact a severe regulation for the foreign element on account of the great amount of Bolshevik entering our country.

About six months ago we received this order, and everybody can come and stay with us without any annoyance, only register every four weeks.

We have found that the registration of everybody has been a great assistance to us in various ways in various police work, and we as police officers regretted very much when the restriction on registration was eased up, but on account of annoyance of visitors it had to be done.

We are willing to coöperate with other countries to devise ways and means for the control of aliens. (Applause.)

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PRESIDENT ENRIGHT: Does Chief Councillor Puskas desire to speak?

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DR. GEORGE PUSKAS: Mr. President and Gentlemen: When a person comes from the other side, great surprises await him here, and my greatest surprise was to see my name upon the program of this great International Police Conference. I am very thankful that you wish to know something of the alien control of my country, Hungary, but I have had no time to prepare myself.

Being a well-disciplined police official, however, I am at your service and have the honor of informing you as follows:

According to the law known as Law Number 38 of the year 1879 in Budapest, and the connected towns and villages, and in the larger cities, too, everybody is obliged to register his lodging within 24 hours after arriving at or before leaving the town or moving from one house to another in the same village or town. Every Hungarian citizen is required to file a registration card containing full data regarding himself and family. This sheet is then forwarded to the Residence Lodging Information Bureau at headquarters, where any person desiring any such information about others may receive it upon the payment of a small sum. According to the law known as Law Number 5 of 1903, a foreigner must fill out a registration card in duplicate, one of which will be placed in the Residence Lodging Information Bureau, the other to be sent to the municipal authorities. After a fortnight the municipal authorities request the police to ascertain how such person maintains himself or what occupation he follows, and whether he is employed or not. The foreigner receives a summons to report to the police authorities, where he is required to make a full statement as to financial and occupational conditions. The police must then investigate and ascertain the truthfulness of such statements.

Independently of this, when arriving at a city, town or village, the foreigner presents his passport to the police in the Alien Control Office and gets a license to stay for a certain period. This time period changes from time to time and is at the present time short enough. When this stated time period has elapsed the foreigner presents himself at the Control Office and receives an extension if such is allowable. This system, it is to be understood, is due to internal conditions and the Reciprocity Treaty.

Surely it is not pleasant for artists, teachers and business men to interrupt their business in order to report at such stated times at the police station. In my opinion, persons who have testified once should not be required to again report to such control office where they are not likely to become a burden to the state, during such time that his passport is in full force and effect.

This Conference may undertake a very grateful part in setting into action a movement to solve this question. Many states have evidenced a desire to relieve this situation, but this matter presents another aspect.

His Excellency Johann Schober, Police President of Vienna, spoke to you about the very sad details of the Bolshevism in Austria and Hungary. You will remember how these Bolsheviks stole our gold and destroyed our country. It is twenty years since I joined the police force and have always had trying times, but never suffered so much as during the time when the Bolsheviks were in command for about 130 days.

Members of the police force of all ranks were at that time of no higher rank than the lowliest laborer—in fact, all members of the force were during that time of equal rank, whether they were chiefs, detectives, patrolmen or laborers.

The Bolsheviks did not rule with the criminal code, but with the revolver. My chief during this time was a young man twenty-two years of age whose entire police knowledge and experience consisted of the fact that he was in previous life a metal worker and who had deserted the Hungarian Army many times, and as punishment he had been kept in the front lines for two years without intervals of change.

During the entire period of the counter-revolution, which was unsuccessful, and thereafter, this young chief kept a high powered hand grenade constantly within reach to protect himself and the Communistic Government. His discipline consisted of revolver rule. Such men always are ready to overthrow organized government in order to regain their former power, and is it not possible that in Russia he has compatriots who are awaiting such an opportunity? If so, I remind you of the slogan or motto of our program. "Coöperation."

Very well, the police forces of different countries must give a good example. All forces who are in favor of spiritual and economical endeavor and esteem the blessings of peace must coöperate against this enemy. We must join hands and present an

unbroken front to the common enemy. Do not think the danger is distant—the ruins are still smoking from late conflagrations and but recently raised their heads to show the unknown danger, and death. A police force should always be ready and alert to combat this fate.

Of course, the Alien Control is one of the most important and burning questions. It is to be solved partly by making it much more tolerable, partly to treat it severely.

I am grateful for your kind attention and patience in listening to me, the third Hungarian delegate to hold this platform, but if it has been possible for you to understand my poor English and I have created a thought in your minds, I have been very well repaid.

I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** The question of Alien Registration is becoming an important one in the United States, more particularly since our new immigration law has been enacted restricting immigration to this country. A great many aliens are getting into the country over the borders from the countries to the north and south of us; they are being smuggled in in various ways. Sailors on ships or workmen on ships arriving in this port desert the ship and do not return. They become mixed with the population and there is no way of tracing them. The Secretary of Labor, who spoke here this afternoon, is strongly in favor of alien registration. I had the privilege of being his associate in a discussion of this question with two other gentlemen, on the opposite side, in a debate at the Republican Club in this city during the winter. It is a question of importance to the Police Departments, more particularly the Police Departments in cities where there are a great number of aliens, as in New York City. When native citizens commit any crime, we find it comparatively easy to trace them. First of all, they were born in this country and their names and other information appear in our records of vital statistics. They are also enrolled in the schools of our country. They are members of some society, members of clubs, usually they are in business or have been in business, and members of their families are in business. Their names appear in the city directories and telephone books and in the Registry of Voters once a year, at our election time. So we have the record of our native citizen in many ways and we are able to trace them, but we have no trace or record whatever of the alien.

It is, therefore, necessary that they should be registered, not that we have any unwarranted suspicion or prejudice against them. For the most part, they are just as good a citizen as any citizen of the country. There is no reason why they shouldn't be registered, so that if we want to find them we will have a record and know where to locate them.

This question will come up for consideration before the Congress of the United States at its next Session, I believe. There

will probably be a great deal of debating on the question, pro and con, but from the police standpoint, we do feel in this country that we are not asking too much when we ask that aliens be registered. They are registered in all other countries. Americans going to other countries are asked to register immediately upon arrival. That doesn't cast any suspicion upon one. We do not feel discredited or insulted when we are asked to register. Therefore, I don't think we are asking too much when we ask that of aliens who come here and who in all probability will not become citizens for a long time.

That, I think, is the attitude of a large and growing group in this country who believe in this form of registry.

Does any one else want to speak on this subject? If not, I will be glad to have a motion that the matter be referred to the proper committee.

It has been regularly moved and seconded that the question be referred to a committee and presented in the form of a resolution at a future session. All those in favor will please say "aye;" those opposed, "no." The motion prevails.

#### THE POLICE DEPARTMENT OF THE CITY OF NEW YORK

PRESIDENT ENRIGHT: I want to take this opportunity, now that we have caught up with our order of business, to say something with respect to the Police Department of our city which might be of interest to those who are gathered here.

The administrative head of the Police Department is the Police Commissioner. There are five Deputy Police Commissioners, seven Honorary Police Commissioners and eight Special Deputy Police Commissioners.

The Police Department of the City of New York consists of 13,350 uniformed force and 293 civilians, occupying various positions from Police Commissioner to laborer, the entire establishment at this time numbering 13,643.

The head of the uniformed force is the Chief Inspector. Territorially the city is divided into five boroughs; each borough is under the control of a Deputy Chief Inspector. The city is further divided into nine Divisions, three in the Borough of Manhattan, three in the Borough of Brooklyn, and one in each of The Bronx, Queens and Richmond. Each of these Divisions is under the control of an Inspector.

The territory of the city is further divided into 67 precincts, 2 park precincts, 5 traffic precincts, 2 bridge precincts. The number of precincts in a Division vary from six to eleven.

Aside from the territorial Division above described, there are four other divisions in the service, namely, the Detective Division, Traffic Division, Special Service Division and Headquarters Division.

The number of men of the Uniformed Force are assigned as follows:

Traffic Division .....	1,766
Detective Division .....	931
Special Service Division .....	389
Headquarters Division .....	1,345

All others are assigned to duty in the territorial Divisions previously referred to.

The personnel of the Uniformed Force is as follows:

1 Chief Inspector	
7 Deputy Chief Inspectors	
15 Inspectors	
15 Deputy Inspectors	
1 Commanding Officer Detective Division	
1 Superintendent of Buildings	
1 Military Captain	
86 Captains	
515 Lieutenants	
765 Sergeants	
11,813 Patrolmen	
70 Policewomen	
30 Patrolwomen	
1 Chief Surgeon	
1 Deputy Chief Surgeon	
22 Surgeons	
1 Veterinarian	
1 Superintendent of Telegraph	
1 Assistant Superintendent of Telegraph	
1 Lineman	
2 Boiler Inspectors	
Total, 13,350	
150 First Grade Detectives	
300 Second Grade Detectives	
435 Third Grade Detectives	

The salaries of members of the Department are as follows:

Chief Inspector .....	\$7,500
Deputy Chief Inspector .....	5,300



Inspector .....	4,900
Deputy Inspector .....	4,500
Commanding Officer Detective Division.....	4,900
Superintendent of Buildings.....	5,000
Military Captain .....	4,500
Captain .....	4,000
Lieutenant .....	3,300
Sergeant .....	2,900
Patrolmen, Patrolwomen, Policewomen—	
1st Grade—After 5 years.....	2,500
2nd Grade—2nd half 5th year.....	2,100
3rd Grade—1st half 5th year.....	2,040
4th Grade—After 4 years.....	1,920
5th Grade—After 3 years.....	1,769
6th Grade—After 2 years.....	1,769
7th Grade—Entrance .....	1,769
Chief Surgeon .....	6,500
Deputy Chief Surgeon .....	4,400
Surgeons .....	4,400
Veterinarian .....	4,000
Superintendent of Telegraph .....	5,300
Asst. Supt. of Telegraph.....	3,800
Chaplains .....	1,830
1st Grade Detective .....	3,300
2nd Grade Detective .....	2,700
3rd Grade Detective .....	Rank

Half pay pension is allowed to members of the Department who have served twenty-five years or more, or who are permanently injured in the service.

Dependents of men killed in the discharge of duty receive a half pay pension.

Dependents of men who are not killed in the discharge of their duty receive a pension of \$300 per annum.

Total budget of the Police Department for 1925 is \$37,928-603.01, of which \$32,926,123.01 is for salaries, \$3,000,000.00 for pensions and the balance for maintenance.

I wanted to show you a system we have at our Headquarters which helps materially in the control of crime and efficient distribution of the force and at the same time it is a source of very

useful information for the Chief Inspector and other Commanding Officers of the Department. Maps (as on display here now), covering each of the boroughs or subdivisions, are kept in the Council Room of the Department where the Chief Inspector meets the Inspectors or general Staff each week. We insert into these maps a little pin of a certain color. For instant, this (indicating) is the accident map of the Borough of Brooklyn and we place a pin for the different kinds of accidents occurring on the streets. We place the pin at the point where the accident occurred. If it is a private automobile it is a blue pin and if it was a fatal accident it is a large blue pin. If it is a commercial vehicle we put in a red pin, and if it is a fatal accident caused by a commercial vehicle, we put in a large pin of that color.

If it is an accident that is caused by a street car we put in a green pin; for horse drawn vehicle we put in a brown pin, and non-vehicular accident we put in a large black pin.

This clearly indicates just where accidents are occurring in every part of the City, also the cause and class of accidents.

You see this group of accidents which are of various kinds. As the Chief Inspector is talking to his Staff he is able to point out and they are able to visualize in just what part of the city or their respective territories the greatest danger is to be found and then of course they take all the necessary corrective measures. That might mean we should have a traffic officer stationed there. It might mean safety lights. It might mean that there were obstructions of some kind which may have caused the accidents and which should be removed and so on. So we are able to distribute our force to the very best advantage in order to prevent all preventable accidents, and this map makes the situation very much clearer in every way to the responsible officers that mere records of statistics that you can't remember and which do not point out the trouble so clearly.

These (indicating) are the bridges across the East River. Notice the many accidents on the bridges. That clearly indicates the exact trouble and where the accidents actually occur.

We also keep a crime map in the same way, and these maps show exactly where crimes are occurring in New York City. That (indicating) is the entire record of crimes in that district for the year 1924. If it is a homicide a red pin is inserted, a felonious assault, yellow; robbery, black; burglary, blue; grand larceny, green, and for miscellaneous felonies, brown pin. For the same reason we are able to handle the crime situation as we handle accidents to advantage because we are able to see where the trouble lies. If we have a lot of crimes in a certain section of the city we are able to move our force and send more detectives and more patrolmen until the condition is cleaned up taking them away from some section of the City where there is little or no crime, and using them to the very best advantage. If there is a considerable amount of crime in a certain precinct or certain division of the City, all the Chief Inspector wants to know from the

Inspector or Captain of that precinct, is why there is so much crime in that particular place, or are there some special conditions or classes of people living there who are responsible for these crimes?

You see a number of blue pins at this point. That is due to a specific cause existing in 1924, which will not appear to any degree at all on the maps for 1925, because corrective measures will have been used to suppress these crimes in that locality.

I thought these maps would be an interesting study for you. We have found them exceedingly useful and I know this plan helps us distribute our force to the very best advantage.

Now, gentlemen, we have completed our agenda for today and I think we have done marvelously well to get through with it as we have. I want to thank you for your attention.

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PRINCIPAL JUDICIARY OFFICER FLORENT E. LOUWAGE: Mr. President and Gentlemen: Our Distinguished Director of the Training School has developed the problem of identification concerning firearms and bullets.

In many cases of murders, he demonstrated his observation before the criminal high courts and became an agreement by the condemnation pronounced by the jury.

His system, which would be too long to explain in detail, is based upon the defaults and the imperfections existing on the surface of the metal of the gun's inside, on the extractor, on the ejector and on the chamber.

When the cartridge is in the chamber and the capsule explodes by the contact of the hammer, what happens? The powder explodes; the gas, which expands, makes the sides of the cartridge swell against the cylinder of the chamber and against the fore side of the lock; this pressure produces the kick.

The case of the cartridge is mostly made of copper, which is softer than the steel of which the gun is made. In this way, imperfections in the steel of the gun and traces of tools and machines become a printing in the exterior sides of the cartridge case. This printing can always be found on cartridges shot by the same gun or pistol. The numerous marks serving to identify may easily be pointed out by microscopic photography. To these marks must be added the traces left at the back of the cartridge case and produced by the extractor and the ejector; both make a stripe; the location of the hole made by the hammer helps also in the same way.

Concerning the bullets, when they are passed by shooting through the gun, they show small canals made by the threads inside the gun. Notwithstanding the precautions taken by the manufacturers of arms, these canals present always different marks in different arms. This mark can again be easily shown by

microscopic photography. For this use, experts roll the experimental bullets over a thin paper, placed on a rubber plate. (Applause.)

Gentlemen, there is another matter upon which I will speak briefly. The idea of attaching Police Liaison Officers to the staff of the Ambassador or Minister residing in a foreign capital has made a great deal of progress.

We have ourselves acquired some experience of the utility of such a service. Since 1918, two officers from New Scotland Yard have been acting as liaison officers at Brussels and, thanks to their initiative and intelligence, have rendered eminent services, not only to the Belgian Police but to the Police of the United Kingdom.

Of what consists their work generally? In cases of criminal operations in their own country, with ramifications in Belgium and vice versa; when information is required by their own service from the Belgian authorities; when a criminal has escaped from the British justice and there is reason to believe that he has taken refuge in Belgium; when international criminals such as pick-pockets and confidence tricksters embark for Belgium; in cases where it is necessary to obtain speedy identification; when we have a criminal inquiry in which British subjects are concerned, either as complainants or as accused. and when we desire to obtain information rapidly from the United Kingdom or the Dominions.

It is not possible to enumerate all the cases which necessitate the intervention of liaison officers, veritable links between the police authorities of their own country and those of the country in which they are appointed. The advantages of such services are apparent to all. We have found the coöperation of these officers of immense advantage, especially in preventing the transport of cocaine and other drugs, thwarting the operations of international criminals of whose intended entry into Belgium we have been warned, and in the obtainment of information the value of which depended largely upon the speed with which it was received.

I consider that the employment of liaison officers should be extended. But we have to notice that this extension may not exceed a certain limit. In my mind, police liaison officers want to be sent only to the capitals of the large countries, which have a great proportion of travellers passing through their cities. As, for example, it would be sufficient for the U. S. A. to have a liaison officer at London (for the United Kingdom), one at Paris (for such countries as France, Holland, Belgium, Switzerland and Spain), and a third at Berlin or Vienna (for the rest of Europe).

Further, we have to mention that it is impossible, under the circumstances, for the European States (except perhaps England) to send a liaison officer to any State of America. However, in the interest of this continent, the International Police Conference can consider the fact of having a few delegates from some

parts of Europe to help the police authorities in the cases I mentioned before. These delegates would be in touch with the Police Chiefs of Europe.

Certainly, this kind of mission would be only a transition to the designation of special and official delegates for each important State. Anyhow, it would be the first step on the way for the whole idea.

I have to add also that most Police Chiefs in Western Europe would not agree with the idea of having a liaison officer from neighboring nations, owing to the great facilities of telephone and telegraph correspondence.

How to retribute these delegates? I think we better leave this matter in Mr. Enright's hands. He will go further with it than we ever could.

Another problem is the recruiting of liaison officers. I got the opinion that it is not necessary to pick high officials. They should be men of a certain standard of education and with technical experience. It would be sufficient if they have only a working knowledge of the language of the country to which they are sent.

In order to augment their prestige and facilitate correspondence, when they are officials for their own country alone, they should be attached to the staff of the Ambassador or Minister representing their Government. When they are representing two or more States, they should be attached to the Police Headquarters of their residence. (Applause.)

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**PRESIDENT ENRIGHT:** Mr. Ernesto Merino of Chile will now address you.

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**MR. ERNESTO MERINO:** Mr. President and Members of the Conference: I trust you will pardon me for again occupying your attention.

In a previous reference to the organization of the Police Force of Chile I said that one of the basis of police unification was the encouragement of a spirit of social and economic coöperation among its members. I shall take the liberty of saying a few explanatory words.

In accordance with this idea, the law of unification of 1924 ordered the formation of an office of economic coöperation for the families of members of the police force.

In another sense, the police board has encouraged the organization of coöperative societies for the personnel, which function regularly and with great success. They are of enormous assistance to the members of the force in buying food and clothing.

The government has ordered the extension of this work to all the police districts, in all places where there are members of the

force. At present the General Police Direction is concerned with a plan for model villages with easy means of acquiring houses for the members of the police. There has also been established in permanent form throughout the country a police service of sanitation.

Along with the encouragement of economic coöperation, attention has also been paid to healthy recreation for the personnel. For this purpose a stadium has been built, which is one of the best in Santiago.

This stadium is frequented not only by the force but by all lovers of the various sports. By this means has been brought about a spirit of friendliness between the peoples of the city and the force which will create a better mutual understanding.

There is thus being put into practice in Chile the policy of coöperation among the members of the police force and also between them and the civil population. This plan was brought out in the Conference of 1923 by the delegate from Chile, and I believe is worthy of your consideration.

Your courteous attention in listening to me so many times is greatly appreciated. (Applause.)

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PRESIDENT ENRIGHT: It is now my pleasure to introduce to you the President of the Police Department of the City of Vienna, the Honorable Johann Schober, who will present to you an interesting paper. (Applause.)

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MR. JOHANN SCHOBBER: Mr. President and Gentlemen of the Conference: A concomitant phenomenon which is invariably attending any progress in civilization is a certain analogous development in crime, a circumstance which finds its explanation in the fact that criminals are very quick in taking hold of any new development in the economic or technical field in furtherance of their ends. On the other hand it lies in the nature of any true progress in the path of civilization that society, conscious of its duties and of the dangers lurking for society in the activity of criminals, strives even more energetically to protect itself from criminals. In this struggle for self-defense no country can confine itself to its own territory, because the fugitive criminal seeks often refuge in a foreign country and it must appeal to the official assistance of the police authorities of such foreign country in order to get hold of the fugitive, while at the same time, the presence of such undesirable guests means quite a considerable danger at the same time for such foreign country. Such official assistance on the part of foreign countries becomes especially necessary if there are concerned notorious international criminals, i.e., a category of criminals which, as is known, is continuously increasing and the danger from which is much greater than that of local criminals.

The international criminal, viz:

1. The bank swindler.
2. The International swindler.
3. The card sharp and card trickster.
4. Check forgers.

5. Hotel thieves, railroad thieves, white slavers, etc., suddenly appear in one city and immediately afterwards in another capital city. The boundaries do not signify a great obstacle for such criminals and they consider the passport requirements as a negligible quantity; they travel either on a passport or on documents, which have been supplied promptly and neatly by a criminal forging mill. By his experience he knows how to create the appearance of a distinguished foreigner and in this way he is received everywhere with deference. In pursuing such elements, which are a danger to everybody, and since the criminals cloud their personality in a mystic shroud, it is imperative on the one hand to have as complete a collection as possible of all the important criminal data and furthermore to have an exact and quick functioning information service, while on the other hand, it is necessary to proceed with the greatest speed if the criminal is to be caught at all. To take advantage in this regard of diplomatic channels verges on a farce for before the orders of arrest sent through such complicated channels can attain their purpose, the criminal, who of course, before carrying out his plans has already secured the quickest and shortest travelling connections, has brought himself to safety a long time ago and quietly enjoys the proceeds of his piracy or otherwise he may possibly be in some other continent "on his job." The only result of the activity of the police thus handicapped in its actions by antiquated institutions is in many cases simply the insertion of a notice in the special papers. It is therefore, to the interest of all civilized people to combine for the combating of the common criminals, these menaces to human society.

Joint aims must be obtained by joint effort for the purpose is to protect the welfare, labor and thereby economics, in one's own country, so that the arm which reaches out to get hold of the enemy of public safety, i.e., of the criminal may also reach beyond the boundary posts of one's own country, so that it does not reach in vain, but finds in every country a helpful hand which has the same aim for its purpose. It is not a political, it is a cultural aim; there is concerned, as has already been mentioned, only the combatting of the common enemy of human society, the criminal, who is a menace to all.

This obvious necessity was recognized a long time ago and for this purpose there have met repeatedly the professional police authorities of many countries, who are, by their very profession, best qualified to war against these criminals in order to organize by such joint discussion the mutual coöperation. It was for this reason that we had the following police congresses: The Police Congress of Buenos Aires in 1902; in Madrid in 1909; in Sao Paulo in 1912.

**The Police Conference of the German Federal Governments in 1912 and the Police Conference in Washington in 1913.**

**In Monaco in 1914, and in New York in 1922-1923.**

It is, therefore, to hail with joy and at the same time with satisfaction that the representatives of the police profession are so eager in preparing a further development and improvement of the organization. This shows how mightily the development of the police science has progressed during the last few decades.

It is true that the participants of some conferences which took place before the world war, lost themselves in Utopias by clinging to the idea of the creation of an international police as an instrument, so as to say, endowed with executive power. This idea, of course, cannot be fulfilled; that is my personal view of things—no country could give its consent to the creation of such a “super-police.” Ideas of this nature can easily cause the creation of a distrust against an entire movement and on account of this they really exert a dangerous influence.

In reality there cannot be a question of creating an army outside of the individual countries or over them, but the question is to ascertain those movements which are common to all and connecting all, viz: The joint tasks and methods, and to have some jointly recognized and in given cases also to create the institutions for the furtherance of such aims.

All these endeavors of solidarity were suddenly interrupted by the world war, but not for a very long time because it was just the world war and its catastrophical consequences that brought about such an increase of crime and especially of international crime that the necessity of a joint organized defense became even more urgent under the very stress of the circumstances.

It was, in particular, the American press, which several years ago gave expression to its fears on account of the uncanny increase of the crime-wave, which threatened to flood the field of order and morals; it was also in the United States that this new movement was introduced in a very successful manner by the two police conferences in New York in the years 1922 and 1923. Europe followed the example. Vienna, which had to suffer during the war time and after war time from the excessive crime, i. e., on account of the war, and especially on account of the fact that it is located in the very center of Europe, was for this very circumstance predestined to be a center of such endeavors. This led to the International Police Congress in Vienna in the year 1923.

The successful outcome of the Vienna International Police Conference, at which also a representative of the United States of America was present, Deputy Chief Inspector Belton, who had been sent by my honored friend, Commissioner Enright, is still in the memory of all. The Congress was attended by 131 officials and police authorities, among which were official representatives from China, Egypt, Denmark, Germany, Fiume, France, Greece,



Hungary, Italy, Jugo-Slavia, Latvia, Netherlands, Poland, Roumania, Sweden Czecho-Slovakia and Turkey. The importance of this Conference found also expression in the fact that there were represented countries which only a short time ago had been waging a bloody war against each other, as there are concerned here a peaceful coöperation.

What were the results of this Police Congress? Of the resolutions which were made on the principle that the subject matter of the joint fight was only to be the common criminal, and that political crimes were to be excluded from any discussion, the following shall be especially mentioned:

The necessity of direct international communications of the police authorities in order to assist each other.

The recognition of the necessity of obtaining the greatest possible mutual help and coöperation.

Designation of four languages (German, English, French, Italian) for the international correspondence of the police authorities.

Recognition of the necessity of the establishment of central offices for the fight against counterfeiters, forgers of securities, checks and passports, as also for the prosecution of international pickpockets in the individual countries and the organization of a joint central office for the combatting of counterfeiting.

Examination and recognition of the Hakon Jorgensen System of Distance Identification as a means to identify international professional criminals in a quick and dependable manner.

Also the scientific work of the Congress may be surveyed here, at least in a summary manner. Numerous representatives of police sciences (criminology) which has made wonderful progress during the last few decades and which is obviously of the greatest importance for the professional education of the members of the police force had taken part in the debates and by interesting papers had attracted the attention of the members of the Conference.

It may perhaps be stated in this connection that recognizing the necessity to develop this science in a thorough manner, about a year after the Congress in autumn, 1924, there was realized the plan already contemplated in the year 1919 and an institute for criminology was created for the strictly scientific education and research in the field of criminology by the Vienna Police Department. The exchange of the results ascertained by this research institute with those of other institutions having the same purpose will surely strengthen the intellectual solidarity of the police authorities in an efficient manner.

The most important result of the Vienna Congress, however, was the resolution to create the international criminal police commission. In this way the cornerstone was laid for an institution which, if developed in a far-sighted manner, must become of decisive importance for the international coöperation of the

police authorities. For this reason the Vienna Police Congress was not only a meeting place of professionals and experts meeting for joint discussion, but who, after termination of the proceedings at best gave only a promise to each other to follow in the future certain general principles and to assist in the realization of those points of the program which had been recognized as advantageous not merely a platform for an exchange of opinions, but has done essential basic creative work and will therefore form a cornerstone in the history of the development of international police science. By the resolution to create an International Criminal Police Commission it has, so as to say, declared itself as a permanent institution.

At the present time there belong to this Commission 37 members and two correspondents, distributed among the following countries: Egypt 1, America 1, Belgium 1, Bulgaria 2, China 2, Czechoslovakia 1, Denmark 1, Germany 4, France 1, Greece 1, Hungary 1, Italy 2, Japan 1, Yugoslavia 3, Lithuania 1, Holland 3, Austria 5, Poland 2, Portugal 1, Roumania 4, Sweden 1, Switzerland 1.

What work has heretofore been done by the International Criminal Police Commission? The first and direct result was the creation of a central office for the combatting of forging of bank notes, with offices in Vienna.

As to the further work done by it, the report submitted at the first meeting of the Commission, May 19-21, 1924, in Vienna, gave full information. This meeting, at which 18 delegates took part, was the starting point of new actions. Of these there may be especially emphasized the following:

The establishment of principles of a uniform organization of the information service with regard to international criminals, viz:

- a. Creation of a criminal identification or intelligence service.
- b. Creation of an international criminal apprehension service.

The first mentioned institution shall make possible the information service which is so absolutely necessary for the apprehension and energetic fighting of international criminals inasmuch as there is concerned here a central office which receive on the one hand all the communications received from the various countries as to the appearance of international criminals, gathering and digesting such information, while on the other hand it has for its purpose to give information to any authorities sending inquiries to it, on basis of the material thus collected.

Its counterpart and its necessary complement is the International Apprehension Service mentioned in point 2, for this office gives collective information as to the international criminals to be apprehended.

There can be no doubt that these offices will become an assistance to police authorities of which up to the present time

they could not avail themselves and the importance of which at present cannot be foreseen at all, and above all, the preventative activity of the police in this way will be assisted to an extraordinary extent.

A further resolution of the Commission referred to the creation of an International Police Gazette, *i.e.*, "Internationale Oeffentliche Sicherheit" (International Public Safety), which is the official publication gazette of our Criminal Police Commission. In this paper there are published, besides the publications of the Commission and articles with regard to questions of International criminal police interest, also the notices suitable for publication of the newly created international offices and especially the warrants of arrest of international criminals. It cannot be denied that this Gazette is something entirely novel. The desire entertained for such long time to create an international police gazette, which is, so to say, the loud speaker of the International Criminal Police Commission, has been realized and an important economic thought has in this way been put into practical operation.

It must, however, not be overlooked that the successes obtained since the establishment of this gazette are very remarkable. If we talk here of milestones of continuous progress, the fact must not be lost sight of that the modern creative interpretation has not become the joint property of all.

It will be the purpose of the future not only to eliminate the wrong ideas which can bring about such failure, but by mutual, closer coöperation and understanding, to create everywhere a joint trust and active mutual assistance and in this way progress always with the known purpose well before us. There is nothing more helpful in this regard than the personal contact which, as we know from the past, has always led to the greatest success among police officers. Our profession is such a serious one and also so noble, that it is simply not possible that there develop small jealousies and the endeavor to outdo the other, but we should all be joined in the endeavor to obtain the very best, not only for oneself personally for one's own department, but for all the other offices and departments which have all the common and joint aims in view. Therefore, our coöperation justifies the most favorable expectations.

In this case the very fact that the Police, as an institution resting on facts, can only be guided by realistic viewpoints, will lead to the absolutely necessary consequence that our organizations go hand in hand and will find in the recognition of the most far-reaching solidarity, the most important means to obtain their high purposes. The greater the success the closer and more intimate these connections and coöperations will be.

Let me finish my speech with a short remark which I made at one of our Congresses in Vienna.

Blameless character and a solid technical education will make a good police officer. In no profession more is asked from

the man than in the police. But in no profession a real man can serve his country better. And if the expert education and a noble character are accompanied by the Heaven's gifts, the genius, the fire which Prometheus has brought us from the Olympus; the level type of a Policeman will be then found in such a man. And when this exists in every country the bridge will be law from nation to nation and from country to country by the International police work, then we have done all to preserve and protect life and property in each country, but we have also done good work for our own nation and we have promoted peace and strengthened justice amongst the nations, and this is a great work of humanity and human culture. (Applause.)

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PRESIDENT ENRIGHT: Gentlemen, will you please come to order. I want to introduce to you Colonel Rhinelander Waldo, former Police Commissioner of this City and, until a short time ago, for a considerable time Secretary of the Conference.

When we started our Police Magazine a year ago, he was good enough to take over the direction of that important venture and he has handled it very successfully up to now. I would like to have him tell you something about the magazine, something that will interest you, I am sure. You know we expect great results from this publication and I hope we will have the support of everybody in connection with it. (Applause.)

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COL. RHINELANDER WALDO: Gentlemen, about a year and a half ago, the Commissioner came to me one day and told me that he was very anxious to start a magazine, which would be the organ of the International Police Conference. A few of our friends advanced a very small sum of money that practically started the Police Magazine without any capital. We have put out a magazine, which today has reached the circulation of some fifty thousand. We have eighteen thousand subscribers and we sell some thirty odd thousand on the newstands. We carry some forty pages of advertising and we are running it on a basis where it is self-sustaining. We expect very shortly to make a profit from it which will be available for the purposes of the Conference in such way as they may deem fit to use it.

The idea of the magazine was to have an organ, which would give a better understanding to the citizens of the really wonderful advance that has been made in the world in scientific police work. We give them stories of real detective work, of real crimes that have been solved by the police. This magazine sells largely to the public and, therefore, we have to put it in a form which will interest the average reader, but at the same time we try to carry as our main reading matter, articles which will be of interest to the police world and to people who want to have an intimate knowledge of what is going on in those circles.

I think you have all seen the magazine. We have never come to you for any great support, but we have been very appreciative of anything you may have done to help it along. It stood on its

own feet. It is sold to the public and we want to ask you to help it in any way you can, but it never has depended upon really police support. It is merely there to help you. We have always been anxious to turn it over to you at any time you want it. So far we have run it along with a small committee consisting of the Police Commissioner, myself and a few of his friends. You have all seen it. Any time you have anything of interest to the police world that you would like to have published, send it along to us. We want your aid in securing good reading material which will be of interest to the average reader.

I don't know anything more than I can tell you about it than to ask you to coöperate in sending us stories of National interest, to help it along in any way you can.

Each month we have come out with a little better magazine than the month before. We have had good support from the public and I have also, in many cases, found many of you gentlemen have taken an interest in it and subscribed to it.

I want to thank you for all you have done. I don't know anything more I can say to you about the Police Magazine. (Applause.)

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PRESIDENT ENRIGHT: I would like to supplement what Colonel Waldo has told you. Colonel Waldo has done really excellent work with this publication. As he told you, he started with very small resources and has built up a going concern. Most of it, of course, has been directed from here and everything that has gone into it, with very little exception, has been produced in and around New York. It is pretty hard to have a matter of this kind properly understood through correspondence at a long distance. You cannot conduct a correspondence course on a matter of this kind, but now that we are all here and can talk about it, face to face, we can probably reach an understanding.

This magazine, of course, is to serve the International Police Conference. That is what it was designed for and it is doing its work quite well. It is a very creditable publication. The matter that goes in it, from the standpoint of fiction, is as good as anything that appears in most magazines. The police material in it is rather of superlative order. So it is well worth while.

We are of the opinion from our own experience here that practically everything that goes into this magazine could be furnished to us without cost. Practically all of the stories we published in the magazine have been given to us. We didn't have to pay for them as most magazine publishers have to pay for their stories. Some few of them we did pay for. We find there are many fine writers around New York who are only too glad to help us out, only too glad to write us a special story for the police magazine, such brilliant writers as Irving Cobb, for instance, and some very brilliant artists also who draw the sketches for the cover of our magazine. They do it gratis. So we have been getting along splendidly in that way and we believe there are in other

cities in every country men who would gladly help in this way. Here they consider it a pleasure to do so. I met a man in the Hotel Plaza, one of our distinguished artists, about two or three months ago. He stands at the head of his profession. He said, "Why don't you let me give you a cover for the front of your magazine?"

I said, "Delighted!"

He said, "Why didn't you call on me? I have been wondering why you haven't asked me to do it."

I said, "I haven't thought of it, to tell you the truth, but we will be delighted to have you do it."

That is just the feeling, the feeling of famous writers, who say, "Why, certainly." If they hear about it they volunteer. If you speak to them about it they are flattered and glad to do it for you.

I am sure you have just those people in your city, wherever it happens to be. If you can get good stories by famous writers, good stories of fiction, particularly along detective lines, detective stories, things that would go in a police magazine, why let us have them; we will have them published. It is your magazine. Why not help it all that you can?

Then, of course, there is the matter of subscriptions. We know, of course, police officers generally don't care to solicit subscriptions, but just along the same lines I have told you, any number of people ask for the opportunity to get the magazine. A great many people will send in a subscription for a hundred of them and send them to their friends and feel tickled to death to have the opportunity to do so. So, when it can be done here, we think that it can be done, too, in other cities.

Also, in respect to advertising, the same thing prevails. There are a great many concerns who carry a line of advertising in all publications, in all periodicals, who will be very glad, I am sure, to do something for the Police Magazine. There are a great many people who sell goods to the police and police organizations, like automobiles, motorcycles, bicycles, boats, uniforms, everything that would be interesting to the police and people who might read this magazine. All of that helps the magazine and we, of course, solicit it.

One other thing I would like to have the members of this Conference do is to write up stories of their own departments, whatever they want to have published—the extraordinary experiences that they have had in their own departments, or other men have had. And those who in foreign countries have another language, if they will have the story translated into English, we will publish both in their language and in English. Send the illustrations along with it so we can make your story as attractive as possible. That, of course, is going to give the magazine more universal influence and interest. It should be of interest to every city.

In 1923 I sent to Europe four men, members of our department. They spent about three months over there studying the police systems in various large cities and returned. After returning they wrote their impressions of the various cities that they had visited. They brought pictures with them. They told a rather attractive story, I think; at least, it was a friendly story which attracted considerable attention. The officers of these departments receiving the magazines containing the stories of their cities were highly pleased and wrote us about it.

So that can be done. Everybody ought to see that it is done. If your department isn't properly advertised, it is your own fault; you have your own magazine, and there is no reason why you can't get your story published in your own publication.

Send us your story. We won't delete it. We won't change it in any way whatever. We will give it full swing. So if you want to get some very fine free advertising, do it in your own magazine and help along the good cause. We want everybody to help, to take a real interest in the matter. We couldn't do this by correspondence and I hope we have now succeeded in making it understood as we are right here together.

Among others who have been of great assistance to us in connection with the magazine, working with Colonel Waldo as one of his advisory committee, is a celebrated merchant in our city, who is a great friend of our police service here, and who is glad to sit in from time to time and render any assistance that he can. That is the kind of public-spirited citizens that we have in New York. We are very proud of them. They are very kind to us. I don't know what we do to deserve it. They don't ask us for anything but they are always willing to boost and willing to help. I would like to have Mr. Henry Fruhauf give you a few of his ideas regarding the magazine.

This is Mr. Henry Fruhauf, a prominent merchant in New York City, who is going to say something on the Police Magazine.

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**MR. HENRY FRUHAUF:** Gentlemen, it really affords me great pleasure to come before you. I am glad to have this opportunity.

I want to say in the beginning that I was interested in the Police Magazine from the standpoint that it would be a publication which could publish the news of the police departments of the world without having to go through the press for the purpose of a news item.

It appears to me that if these Conferences which are held every two years, and which have been held every two years for the last four years, have been of any help to you, a police magazine or an official magazine of your own would serve the same purpose as your conventions do. In other words, you get together in close contact with each other only once every two years. In this case, you could get together every month. Your magazine is published every month, and I am very much surprised and

very much disappointed to have learned in the last six or eight months that we didn't get more support in regard to stories and official work of the police departments, so that more pages could be devoted to that purpose.

Commissioner Enright at the start had this thing in mind and as Colonel Waldo has explained to you, the proceeds of this magazine were to be used for your Conference. How wonderful that would be. And I know that it can be done; it is on the road to being done now. Of course, you all understand that even the Saturday Evening Post can't run its business from one city; it must have representatives all over. When I speak of representatives I mean to say that it must have some people who will pick up news here and there, and all over.

That staff is a very expensive item to all magazines. This Conference, I believe, has something like twelve hundred members. We ought to draw from twelve hundred at least fifty per cent to contribute something to the news of this magazine. If you are not writers, probably you are like myself, and perhaps you can send it on and we will re-edit it in such a way that it will make a good story. You don't have to be editors to write to your own magazine, and you can get stories published, as the Commissioner spoke of a little while ago, in your own particular way, and if you don't advertise your own departments it is your fault.

Coöperation means more than one thing. I might say that I headed a committee in this city and I wrote, I think, about three letters to the general membership, and I was surprised that I did not receive more responses.

We are quite anxious for some news. We want to make this paper a police paper; we want to keep you together every month, and if you will give us an item every now and then I think it will accomplish that for which we are striving.

I want to say this in regard to the advertising: I advertise in the paper; that is, my institution advertises in the paper. I want to say to you gentlemen, that while in the start I probably did it out of courtesy to the department more than anything else, you owe me nothing. I have been paid doubly for my advertising in the Police Magazine. (Applause.)

We keep a check on our advertising. We key every ad we run, and the Police Magazine ads have paid us and are showing a profit, and I am quite willing to continue it on a business basis. I am quite sure that any advertiser in the Police Magazine will get his money back; that he will get it back twofold.

Of course, you understand in every city police, like people in every walk of life, like to patronize those who help them. While we do not make uniforms, we make clothing for men—I might as well speak plainly. Probably only one per cent or less than that of the policemen of the city wear clothes that we make, but we get returns from people who read the magazine. It is a magazine that is read in the best homes in the country. I have



heard several men express themselves on that subject, and from the inquiries we get (we check them back) we find that the magazine is being read by the very best people in the world. If you have a friend that you want to do a good turn to, get them to advertise in the Police Magazine.

Thank you. (Applause.)

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PRESIDENT ENRIGHT: Gentlemen, I think that concludes the business for the afternoon. Tonight, at seven-thirty sharp, we will sit down to dinner. I hope you will enjoy it and I hope you will stay during the entire proceedings, as it is disconcerting to the speakers to have folks leaving the room before the meeting is over.

I'll say good evening till we meet at seven-thirty around the festive board.

(The meeting adjourned at five o'clock.)

## ADJOURNMENT

**POLICE DEPARTMENT**  
=====CITY OF NEW YORK=====

**DINNER IN HONOR OF**  
**THE FOREIGN DELEGATES**  
**AND**  
**MEMBERS OF INTERNATIONAL**  
**POLICE CONFERENCE**

**WALDORF-ASTORIA HOTEL**

**THURSDAY EVENING, MAY 14,**  
**NINETEEN TWENTY-FIVE**

- Dr. W. T. Rowe, Director General, Pan-American Union, Washington, D. C.**
- Colonel Douglas I. McKay, Honorary Life President, International Police Conference, New York, N. Y.**
- Hon. Maxime Mongendre, Consul General of France, New York, N. Y.**
- Sir H. Gloster Armstrong, K.B.E., British Consul General, New York.**
- Major General Charles P. Summerall, United States Army.**
- His Excellency T. A. Smiddy, Minister Plenipotentiary, Irish Free State.**
- Mr. Frederick Cunliffe-Owen, C.B.E.**
- His Excellency Ch. Simopoulous, Minister of Greece.**
- The Right Rev. Thomas F. Gailor.**
- Senor Don Juan Riano y Gayangos, Ambassador of his Majesty, the King of Spain, and Dean of the Foreign Diplomatic Corps in the United States.**
- Hon. Alfred E. Smith, Governor of the State of New York.**
- Hon. Richard E. Enright, Police Commissioner, City of New York, and President, International Police Conference.**
- Hon. John F. Hylan, Mayor of the City of New York.**
- Hon. James J. Davis, Secretary of Labor, United States of America.**
- His Excellency Johann Schober, former Prime Minister of Austria.**
- Right Rev. Monsignor John P. Chadwick.**
- Hon. Louis H. Junod, Swiss Consul General, New York.**
- Rear Admiral Charles P. Plunkett, United States Navy.**
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Berlanger, Mrs. P.  
Beach, Mrs. G. M.  
Barrett, Mrs. Florence  
Bell, Mrs. W. C.  
Biron, Mrs. M. E.  
Bourne, Mrs. Donovan  
Bullen, Mrs. Martha  
Boyd, Mrs. Harry  
Bairight, Mrs. Clara M.  
Barnet, Mrs. Sylvan

## C

Collier, Mrs. Barron  
Cohen, Mrs. Harry A.  
Chapple, Mrs. Joe M.  
Cadieux, Mrs. A. H.  
Coulter, Mrs. D.  
Campe, Mrs. J.  
Casanave, Mrs. Octavio C.  
Cassidy, Mrs. Edward  
Carter, Mrs. Lloyd  
Culliton, Miss Anna N.  
Collins, Mrs. Morgan A.  
Conroy, Mrs. Julia A.  
Carson, Mrs. Edward  
Canney, Mrs. John J.

## D

Dougherty, Mrs. Geo. S.  
Davis, Mrs. Wm. T.  
Dickson, Mrs. S. J.  
Duarte, Mrs. Marie M.  
Doherty, Mrs. Mary L.  
Donohue, Mrs. M. J.  
Dwer, Mrs. Jos. H.

## E

Enright, Mrs. R. E.  
Etcheverry, Mrs. C.

## F

Etchverry, Miss C.  
Formanek, Mrs. Gertrude J.  
Fernandez, Mrs. Alfredo H.  
Flanagan, Mrs. Jos. M.  
Ford, Miss Mona

## G

Gabriel, Mrs. Olive Scott  
Gutherie, Mrs. G. S.  
Galipault, Mrs. J.  
Gundy, Mrs. W. E.  
Galvo, Mrs. Carl  
Good, Mrs. Chester

Goodwin, Mrs. F.

Goodwin, Miss Eliz.

Goodwin, Miss Mildred

## H

Henry, Mrs. Dominick  
Hochfelder, Mrs. Anna W.  
Hodgkins, Mrs. George H.  
Healy, Mrs. M. J.  
Healy, Miss Bertha  
Henry, Mrs. George G.  
Hill, Mrs. George H.  
Hyatt, Mrs. James L.  
Hyatt, Miss E.

## J

Jennings, Mrs. Harry  
Junod, Madam Laura

## K

Knott, Mrs. David  
Keegan, Mrs. Christian  
Kendall, Mrs. Charles A.  
Kindelan, Mrs. Anna B.

## L

Loughlin, Mrs. John J.  
Lorrain, Mrs. D. D.  
Lasch, Mrs. Frank  
Lawson, Mrs. Fred'k W.  
LaForest, Irene

## Mc

Long, Mrs. Michael  
Leach, Mrs. John A.  
McKay, Mrs. Douglas  
McKinney, Mrs. Charles H.  
McAuliffe, Irene  
McPherson, Mrs. C. M.  
McCormick, Mrs. Harry  
McBride, Mrs. Anna E.  
McCarthy, Mrs. T. D.  
McKenna, Mrs. Marcella

## M

Metz, Mrs. Herman  
Mercer, Mrs. George  
Murphy, Mrs. John H.  
Mitchell, Mrs. James  
Millen, Mrs. G.  
Maury, Mrs. S. A.  
Murnane, Mrs. E.  
Marcy, Mrs. L.  
Maguire, Mrs. P. J.  
Mahoney, Mrs. James  
Musser, Mrs. F. C.  
Marbury, Mrs. Elizabeth  
Miller, Mrs. Abe L.

## N

Nichols, Mrs. Wm. B.

**O**

O'Connor, Mrs. John W.  
 Oppenheimer, Mrs. Seymour  
 Ottolenghi, Mrs. Bianca  
 O'Neil, Mrs. Eliz. D.  
 O'Callahan, Mrs. Frank  
 O'Callahan, Frances  
 O'Brien, Mrs. J.  
 O'Hara, Mrs. W. J.

**P**

Parker, Mrs. Minnie  
 Parker, Mrs. R. E.

**R**

Rigo, Mrs. P.  
 Reis, Mrs. J. M. D.  
 Rioux, Mrs. George  
 Rodrigues, Mrs. Amando L.  
 Rosecrans, Mrs. J. C.  
 Rutledge, Mrs. Wm.  
 Rokus, Mrs. Francis W.

**S**

Schober, Mrs. Helen  
 Sargeant, Mrs. Frank W.  
 Sweeney, Mrs. P. J.  
 Stephens, Mrs. J.

Sullivan, Mrs. John L.

Smith, Mrs. W. A.

Shea, Mrs. John

Smith, Mrs. A. B.

Shaw, Mrs. John M.

Saxe, Mrs. George

**T**

Trudeaux, Mrs. Bertha  
 Tracey, Mrs. John

**U**

Urquhart, Mrs. T. O. D.

**V**

VanMeter, Mrs. Mattie L.  
 Vanston, Mrs. W. J.

**W**

Waldo, Mrs. Rhineland  
 Walcott, Mrs. N. A.  
 Williams, Mrs. C.  
 Walsh, Mrs. J. R.  
 White, Miss Frances M.  
 White, Mrs. L. H.  
 Wolfe, Miss Mabel  
 Wolfe, Miss Edith  
 Ward, Mrs. Stephenson E.

## BANQUET—MAY 14, 1925

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Presiding as Toastmaster—President Enright.

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**PRESIDENT ENRIGHT:** A number of messages and letters of regret have been received from those who have been invited to come here and break bread with us this evening. We have a message from the British Ambassador, from the French Ambassador, from the Ambassador of the Argentine, from the German Ambassador, from the Ambassador of Belgium, from the Ambassador of Peru, the Ambassador of Italy, the Minister, Charge d'Affaires of Brazil, from the Ambassador of Cuba, the Ambassador of Chile, the Minister of Switzerland, the Minister of Denmark, the Minister of Ecuador, the Minister of Hungary, the Minister of Poland, the Minister of Uruguay, the Minister of Sweden, the Minister of San Salvador, the Roumanian Minister, the Minister of Portugal, the Minister of Panama, the Norwegian Minister, the Netherlands Minister, the Chinese Minister, the Minister of Czecho-Slovakia, the Minister of Colombia, the Minister of Persia, the Consul General of Czecho-Slovakia, the Consul General of Mexico, the Consul General of Costa Rica.

Letters of regret have been received from the President of the United States, from the Secretary of State, from the Consul General of the Argentine, from Mr. Russell of Cairo, who was present with us at the last Conference, from the Vice-President of the United States, and from Mr. Franklin Simon.

Honored Guests and Fellow-Delegates of the International Police Conference: In the glow of international friendliness this Conference has already made great progress toward understanding and a world-wide respect for law and government. We have looked into each other's eyes and felt the warm handclasp of friendship. The police authorities understand the word coöperation better tonight than ever before. Meeting as friends and compatriots we have deliberated with one object in view—to learn how to serve more effectively and coördinate our forces to check the insidious criminality that seeks to undermine all government and authority.

Again we break bread together and bask in the living light of friendships, firm and true. During the sessions we have heard suggestions from many nations in nearly every tongue, but the voice of Understanding is the dominant motif of this Conference plainly comprehended by every one.

The Mayor of New York City appreciates the honor of acting as your host at this official banquet. Within the area of our city live and dwell together in amity and concord the races of many

countries whose native lands are officially represented here tonight. We honor the homelands! The home is the unit for which police protection is primarily provided. The world is moving fast these days. With radio, aviation, X-ray, rapid motor transportation, the police legions of the world are keeping pace in these swift-moving times. Police work is more than a patrol—it is a function of government.

Evidence accumulates that standing armies will some day be supplanted by a coöperative policing of the world. We, of the Police Force, understand what a compact, well-organized, efficient and coördinated authority means in the protection of the people against crime. Almost every phase of our activities have been covered in the proceedings on these days, indicating how the world is drawing closer together in solving its police problems. We have indeed learned much from our guests and hope they have learned something from our work here.

Father Knickerbocker, on this occasion, representing not only the great city of New York, but the United States of America as well, feels signally honored during this eventful week. We have come together on many important questions that will of necessity lead to better understanding for international service in the future.

The discussion of a universal use of fingerprints somehow symbolized the touch of hands, making every person feel that in the impress of the fingers which God created there is no occasion for any individual to fear with his own rightful identity established. Contrary to old time impressions, police work has its side of tenderness, helpfulness and sympathy. Harsh words do not always go with the strong arm of the authority of law. It is rather a supporting arm of the people to assist the struggling and protect the weak, and defend to the last the rights and protection guaranteed by the law.

“Life, liberty and the pursuit of happiness” is more than an echo of our own Declaration of Independence tonight. It is found in the ideals of nearly every government in the world, from the isles of the sea to the most isolated lands, and is finding expression in the oldest monarchies in Europe.

The President of the United States, Hon. Calvin Coolidge, has given his enthusiastic support of a National Police Bureau and an endorsement of police work growing out of his own experiences. He recognizes that the police is truly a factor in establishing closer relations of international amity, concord, peace and happiness in our home-land.

This is more than a formality. In this Conference we have been drawn very close together like one great family and the circle will be extended until it includes every race and every nation of the earth.

We welcome the presence here tonight of His Excellency Don Juan de Riano, the Ambassador of his Catholic Majesty the King of Spain, and Dean of the Diplomatic Corps in the United

States. (Applause.) His Excellency represents a most gallant and knightly monarch, who appeals to us all by his blend of modern sportsmanship and shrewd statesmanship, with the old-time chivalry of that Land of the Hidalgos which is the Mother Country of so many of you gentlemen who come here to represent the governments of Latin-America at the International Police Congress. It is because King Alfonso never forgets the ties of race and tradition with his kinsmen in the Republics in this Western Hemisphere that His Excellency the Spanish Ambassador has come from Washington to take part in our welcome of the members of the Police Congress. We are exceedingly happy to have him here. He is a very old friend, for he has been Envoy of Spain in the United States for more than fifteen years. And in his earlier life, after serving his Sovereign as Private Secretary and Chamberlain, he spent a number of years as Secretary of Embassy at Washington. Perhaps he has given the most striking proof of his sympathetic understanding of the United States by marrying one of our countrywomen, a very gracious American lady who is now the Doyenne of the charming and decorative element of the Foreign Diplomatic Corps in Washington.

We are proud to welcome to this board tonight His Excellency, Mr. Simopoulos, the Minister Plenipotentiary of Greece (applause), a veteran and experienced diplomat, who has represented his nation in many capitals, sometimes under trying circumstances, and who has been specially delegated by his Government to represent Greece—the cradle of our civilization, at this International Police Conference. You may remember that his predecessor, Georges Rousses, was an honorary member of several of our Police Organizations while here.

We welcome also with particular pleasure His Excellency, Professor Timothy A. Smiddy (applause), the learned Minister of the Irish Free State at Washington, and we especially welcome here tonight His Excellency, former Premier of Austria Johann Schober (applause), the only instance of a cop—a Policeman—who became the Prime Minister of his nation. Our civilization owes a debt of gratitude to Johann Schober, for when on the overthrow of the ancient Hapsburg Monarchy in Austria, Bolshevism raised its head there to precipitate bloody chaos and general plunder, Johann Schober, the veteran Chief of the Vienna Police, gathered around him his cops, whose devotion he had won by his care for their welfare and for their interests, and constituting the only remaining force of Law and Order, he maintained these with an iron hand and thus preserved the beautiful City of Vienna from destruction and plunder and his country from general anarchy and devastation. Small wonder that when the danger was over his grateful fellow citizens elected him to the premiership of the first Austrian Republic. But while he has shown that a "cop" may, in great national emergency, blossom forth as a successful statesman, he is not a politician, and when the present National Government of Austria was securely established, he surrendered the Toga to resume his uniform as the Chief of the Police Force of Vienna—today the only armed force of Austria.

Mr. Mayor, Members of the Police Conference, Ladies and Gentlemen: I ask you to raise your glasses in honor of the very distinguished diplomatic representation of the foreign nations very friendly to the United States, who are present here tonight.

Mr. Mayor, Honored Guests, Ladies and Gentlemen: May I ask you to rise and in the wine of our country drink a loyal toast to the President of the United States.

(Everybody present arose and drank a toast to the President of the United States, while the band played the National Anthem, "The Star Spangled Banner.")

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TOASTMASTER ENRIGHT: And while we are standing, may I ask you to lift your glasses once more and drink a friendly toast to the rulers of the empires, the kingdoms and republics, who have sent their delegates here to this International Police Conference.

(This toast was drunk by the members present)

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PRESIDENT ENRIGHT: I have just received a telegram from the President of the United States at the White House, addressed to the President of the International Police Conference:

Please express to the International Police Conference my appreciation of their message of greeting. Such a gathering means not only increased efficiency through coöperation, but a clearer and more friendly understanding of the problems of the countries represented. Best wishes for a very successful meeting.

CALVIN COOLIDGE.

(Applause.)

Honored Guests, Ladies and Gentlemen: It is a very great privilege, I can assure you, to be able to present to you this evening as your first speaker, the distinguished chief magistrate of the City of New York, the Honorable John F. Hylan. (Everybody arose and applauded.)

It is now more than seven years since he assumed the great post, which he has administered with signal ability and to the satisfaction of the vast majority of the people of this great imperial city.

During all of these years, he has been animated by a single-ness of purpose, a desire to give the very best that is in him, and all that is in him for the welfare of the people of the City of New York.

He has been a loyal, devoted and unswerving friend of the police department of this city during his entire administration, and leaving out the personal equation entirely, I may say that, in selecting a member of the uniformed force to be the police commissioner in this city, he endeavored to show his respect for the men who wore the uniform, and to honor them and give them a leader of their own. (Applause.)



His administration and the administration of his police department have passed through troubled times. On taking over his great post, we were in the midst of the World War, and there was a great deal of trouble within the gates of the city. Conditions had entirely changed. Old standards had completely broken down. The situation was most difficult, and then after the war came other troubles, and we were out on a new sea, with no chart or compass for the captain to sail by. But the ship has weathered the storm.

His Honor, the Mayor, is hale and hearty. He is still our friend and our loyal supporter and champion, and I can assure you it is a very great honor for me, as the Police Commissioner of this city, and as the President of your Conference to introduce to you my friend and your friend, the Mayor of New York. (Applause.)

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HON. JOHN F. HYLAN: Mr. Toastmaster, Honored Guests, Ladies and Gentlemen: Thirty-eight years ago I packed up my belongings and said good-bye to my mother in a little hamlet up in New York State, arrived in the City of New York without any friends with but \$1.50 in my pocket.

When I arrived I looked about me in amazement at the great buildings that I saw. I was amazed and surprised. Little did I think then that I would be honored by the people of this great City to be elected as their Mayor. But I remembered when elected the last words my mother said to me, "John, you are going to a great city. Be honest, be upright and do by others as you would like to have them do by you." With that thought in mind I started out, made my way along until the people of the City elected me as their Chief Magistrate. And with mother's advice in mind I was sworn in as Mayor on the first day of January, 1918. I looked about me to find someone who might take charge of the Police Department and render to the people the service that I felt that the people of a great city was entitled to.

I appointed one man. He was not satisfactory and he only continued about twenty-three days. And on my way to the City Hall on the twenty-third day after I took office, I concluded to remove him and place in charge of the Police Department of the Great City of New York a practical police officer. And two or three hours later the present Toastmaster, Commissioner Enright, was sworn in as Police Commissioner of the City of New York. (Applause.)

When the call for him to go to the City Hall was received he said, "Will I come in uniform or in citizen clothes?" He was told to come in uniform and in the uniform of a police officer of the City of New York, he was told when he arrived at the City Hall to raise his right hand, and the oath was administered to him and he was sent to Police Headquarters to take charge of the Police Department, the great army of police officers, consisting in the neighborhood of 11,000 men. During the time that he has been Police Commissioner under your humble servant, the Chief

Magistrate of the City, I need not reiterate here the trials and tribulations that he has had, and that I have had to bring about a condition in New York City which I felt could be brought about if the Mayor would stand for what was right, live up to his oath of office and the Police Commissioner do likewise.

How well I have performed my duty is for the people to say; how well the Police Commissioner has performed his duty I can say to you here tonight that the Police Department of New York City is better organized today, and has a better standing than it has had in forty years. (Applause.)

As a Magistrate in Brooklyn for several years, having had something to do with the Penal Law, I had an opportunity to observe the police force of the city, and I found that all they required was a practical man, one who had high ideals, one whose purpose was to serve the people of the city and not to serve those that might have influence and desire some special privilege from the Police Department. And again I thought that to get such a Police Commissioner it was necessary to have a Mayor who had determination, who could not be swerved from his course to stand back of that Police Commissioner when he was attacked by enemies and by those who had their privileges cut off, and long years we have struggled to give the people what I felt they should have in this city a police administration which at all times they would have confidence in and would feel that they were well protected.

Police Commissioner Enright, after he took charge, began to organize within as well as to organize without. He has had the approval of the Mayor of the city in every act, to the end that I believe that this International Conference here on this occasion is probably one of the momentous occasions that New York has ever had, to have delegates from the Police Department from practically every important country in the world come to New York to this great Police Conference. While I know that he is proud on this occasion, I can assure you, as the Chief Magistrate of the city, that I am proud tonight to know that these delegates are here to know that all of these people have come here to pay these delegates honor. And I am glad that the Police Force, step by step, is improving every condition, every possible condition.

Commissioner Enright has organized a detective school—in fact, a college. He has made many improvements in the Police Department which has been for its betterment. All of which is very satisfactory to the great mass of people of this city.

If I had time I would go into details, but there are other speakers here and I will not attempt to do so. But I welcome the delegates from the different parts of the world to our great city. We have in this city the most wonderful hotels, the most wonderful department stores—in fact, I think that New York City, without doubt, is one of the finest places to live in on earth. I know that the delegates here feel about their country as we feel about ours. It has often been said that the American may travel the shores of the Old World, renowned for its heroes and statesmen;

he may mingle amid scenes of pomp and splendor in foreign courts and wander among the islands of the Mediterranean; he may tread among the olive groves of Italy and drink of their intoxicating inspiration; he may be impressed with the solemnity of the ruins of the Acropolis or the Coliseum, yet he fondly clings to the memory of home, in the land of liberty, where the pure and refreshing breezes sweep over our grand and glorious country with whispers of freedom. (Applause.)

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TOASTMASTER ENRIGHT: We are signally honored by the presence here tonight of one of the most distinguished statesmen and diplomats of the Old World and of a long line of distinguished men who have represented the kingdom of Spain at the seat of our Government at Washington. He has been long in America. He understands America as very few of the great diplomats credited to our country understand it. He is the dean of the diplomatic corps at Washington and he has gone far out of his way and taken a great deal of his valuable time to come tonight and be here to greet the delegates to the International Police Conference from all over the world. We are deeply indebted to His Excellency for the honor that he does us and in the name of His Honor the Mayor and the people of the City, as well as in the name of all of the representatives of this Congress, I thank him most heartily. I have the pleasure now to introduce to you, His Excellency Senor Don Juan de Riano, Ambassador of His Majesty, the King of Spain, and the Dean of the Foreign Diplomatic Corps of the United States!

(The members arose and applauded.)

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SEÑOR DON JUAN DE RIANO: Commissioner Enright, Mr. Mayor, Ladies and Gentlemen: In behalf of my valued colleagues of the Diplomatic Corps and as their Dean, I wish to thank you for the very felicitous terms in which you have bidden us welcome to this great gathering. I am especially gratified by the expressions of warm regard in which you have referred to my Sovereign. A warm admirer of this nation, he will learn with sympathetic interest of the large representation here of the Latin-American Republics and of their coöperation with your great nation in the all important work of combatting international crime in all its modern development which tax the constant watchfulness of the most up-to-date and experienced of the world's Police Agencies such as are represented here tonight. Many of the thriving and prosperous republics of Latin America look back to Spain as the Land of their Fathers, with which they have so many ties of blood and tradition, and it is because of this that King Alfonso, who is keenly and sympathetically alive to these bonds of relationship that he rejoices in their useful coöperation with the United States in the war of defense of international Law and Order of society against the sinister attack of international crime. (Applause.)

TOASTMASTER ENRIGHT: We are very grateful to your Excellency for your presence here this evening and for the charming message you have brought to us. Again we thank you for coming and we wish you safe back to Washington, sir, and we will remember all our days your gracious courtesy in being with us tonight. (Applause.)

I now have the great pleasure of introducing to you, not so much to you of the Police Department and citizens of our City, who know him quite well because he has been with us on other occasions and he has charmed us with his words of wit and encouragement and of wisdom that is sublime, but to you from other cities and from other lands, who will hear him for the first time. He comes here again this evening to grace this great banquet to bring you a splendid message and to give you an additional word of encouragement in the work that you have before you and the work that you are doing and have done. It is a great honor indeed to present to the delegates to the Conference this distinguished prelate, the head of his denomination in the United States of America. I take great pleasure in presenting to you the Right Reverend Thomas F. Gailor, President of the National Council, Protestant Episcopal Church, Bishop of Tennessee.

(The audience arose and applauded.)

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RIGHT REVEREND BISHOP GAILOR: Commissioner Enright, Mayor Hylan, Ladies and Gentlemen: I am quite honest in telling you that when I saw this menu card it was the very first intimation I had that I was expected to say anything on this occasion. I was invited to be present at a dinner and was told especially that I could enjoy the dinner without any trembling apprehension of having to make a prepared or public speech. And yet, one advantage of it is I shall not detain you very long.

I cannot help responding or according to our modern use, reacting to the splendid and eloquent address that we have just heard from His Honor, the Mayor of New York. (Applause.) Like Mayor Hylan, I have believed and still believe in the intelligence and the good judgment in the long run—it may be a very long run sometimes—of the people.

We people in the South still believe in popular government and we respect the wishes of our people.

I remember hearing not long ago that in Kentucky a preacher got started on a very vivid description of hell and he preached for more than an hour, giving very gruesome and terrible details of the punishments and terrors of that most unfortunate abode. When the service was over, a staunch Democrat in the congregation waited to speak to him and he said, "Parson, did I understand you to say that if we sinned, we'd go to hell?"

He said, "Yes, sir, that is just what I said."

"And burn up?"

"Yes, sir, that is just what I said."

"Forever and ever?"

"Yes, that is just what I said."

"Well, he said, "all I have to say is the people won't stand it." (Laughter.)

Which was pure democracy.

There is another thing comes to me as I stand here. Only the other day I was in a very beautiful spot of my State of Tennessee. I stood upon a little hill. On my right were the mountains, robed in the magic colors and carved in stately shapes, and on my left was the straight line of the Cumberlands and at my feet was a silver river and the valley was green with the ripening grain and over my head was a marble shaft surmounted by an eagle and on it was the inscription, over the graves of one of the Presidents of the United States, "His faith in the people never waived."

And I feel tonight that while we may have our perplexities and doubts and difficulties, that our confidence in the right judgment of our American people can never be disappointed. I feel in looking upon this splendid audience that those who have stood and are standing today for that law and order which represents the civilization of the world are bound to come together in mutual sympathy, in cordial coöperation in the friendship that is based upon a common human heritage, in spite of anything that our politicians may say or do, in spite of the perversities of partisanship. The covenant of human beings standing for the great and beautiful ideals of life will have its sway, and we, tonight, represent that cordial coöperation of all races and all nations.

And, finally, doesn't it suggest to us the great and splendid vision which St. Paul, in his great letter to the Ephesians long ago intimated in the great words of the Scripture which has been translated into beautiful poetry by our great English poet, Tennyson, when he said:

"Man as yet is being made  
And ere the crowning age of ages  
Shall not, eon after eon,  
Pass and touch him into shape.

All about him still the shadow,  
Yet while races flower and fade,  
Prophet eyes may catch a glory  
Ever gaining on the shade.

Till the peoples all are one  
And their voices blend in choric allelulia  
To the Maker,  
It is finished, man is made!"

TOASTMASTER ENRIGHT: We are very grateful to you, Bishop Gailor, for coming to us as you have this evening, and I am very sorry indeed that, following the old custom of the police, we have taken you in. (Laughter and applause.)

It is our regular custom, when we want to capture anybody, not to give them any warning whatever. (Laughter.) And I presume that all of our delegates feel about it just as you do.

Having come here from a great distance to attend this Conference, I presume they never realized that they were working under a human slave driver. We have been working morning, afternoon and evening, and this is our first hour off duty. But it is only a passing hour off duty, because tomorrow morning we are going back and going at it stronger than ever, and we hope to finish it properly before we are through.

There is one man in the United States of America who is afflicted with a great misfortune. Probably he does not think so, but his friends think so. It is not a crime to be born in Wales (laughter); indeed, it may be a very desirable thing to be born there. But it is rather unfortunate for the next speaker that he was born there and for his friends as well.

There are many tall trees that grow in this broad land, and in these great forests of tall trees and great ones, we find here and there what we call presidential timber, and here we have presidential timber, but owing to this little defect, the fact that he happened to have been born in Wales, we shall not have the satisfaction of giving him the reward that he is justly entitled to receive. (Laughter and applause.)

The Creator has made many good men in all lands during the ages that have gone by, and even during our own time, but I will venture to say that He never made a better man nor ever did a better job than He did in the creation of our good friend, the Secretary of Labor of the United States. (Applause.)

"Jim" Davis came here a poor boy from Wales some years ago. I don't know whether he would care to have me say how many, but he was quite young when he came. (Laughter.) He grew up with the country. He caught the sublime music of the Star Spangled Banner and he also caught the glory of our great institutions. He adopted the United States and the United States adopted him and both are proud of the job. (Laughter.)

One of his first big jobs in this country was the proper organization and direction of a great fraternal organization that was on the verge of bankruptcy, and practically out of existence when he took hold of it. They had less than a thousand members, no money in the treasury, and in a few years this great organizing genius built up an organization of more than a million people and a treasury that is equal to the best of any fraternal organization in our country.

Then, he was a great designer. He did something entirely original with this great fraternal organization. He put heart and

brains into it, and warm red human blood courses through its frame. He built at Moosehart that wonderful institution for the care of the widows and orphans of this great fraternal organization. There they take the mothers and the children into that great institution. They let them live there like human beings; they let them live better than 90 per cent. of the people in this country live. They educate them and send them out into the world as first class citizens, and they have never failed in making them first class citizens.

Like the story in Genesis of the creation of the world, that was the first day, and the Lord said it was good, and the second day, and the Lord said it was good. Well, that was Jim's first job and the Lord said it was good and then he decided he would have a home for the aged people of his fraternity and he thought he would get them a home where there would be no storms, where there would be no snow or frost, a home down where the sun shines eternally, where the skies are always bright and everything is beautiful. He built them a charming home, fashioned along the lines of Moosehart, and Moosehaven is a wonderful place, where the old people, the people who can't take care of themselves, of the Loyal Order of the Moose, may find a happy home forever more.

Well, such a man could not fail to be discovered, and he was discovered, and great things have come from that discovery. One of the greatest things that has happened, that pleases his friends so much, and we hope it pleases him, although I guess sometimes he would like to go back to his Moose children, was when he was made a member of the Cabinet of the President of the United States. (Applause.)

The whole world loves Jim Davis. They are very proud of him. We wish him Godspeed in all of his undertakings and we wish him long life and prosperity and some more.

I have the great honor to introduce to you our great Secretary of Labor, the Honorable James J. Davis. (The audience arose and applauded.)

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HONORABLE JAMES J. DAVIS: It is very generous of the Chairman to say so many nice things about me, but you know they usually make presidents from New York out of men who have been Police Commissioners of New York. (Laughter and applause.) Roosevelt got his start in New York and finished in the White House. And if your presiding officer were of my own side and I could talk what was in my heart, I would say that he is a good enough administrator to be President of the United States. (Applause and cheers.)

I listened with much attention to the Mayor's story of how he came from the country town. You know, all the good fellows in New York came from the country towns. (Laughter and applause.)

You know, I heard it said after the last election that the President of the United States, after the votes had been all in, made the remark, "This was a great day for the red-headed men in America." (Laughter.) It must have been a great day for the red-headed men in America when the Mayor was elected Mayor of Greater New York. (Laughter and applause.)

When I think about politics and running for office, it reminds me of the story that they tell in my own home town. I was out campaigning last fall for our side of the game. I was up in a little Pennsylvania town and scheduled to speak. I had told my father and mother that I would like to have supper with them. We call it supper up in the country, don't we, Michael? (Laughter and applause.) Of course, the politicians there wanted me to cancel that appointment and make some speeches. I said, "Well, you go and square it. I am an organization man and follow my leader"—because you must have a leader for everything, you know. Even a pin has to have a head on it to hold up what its responsibilities are. (Laughter.) So I said, "You talk it out with my father. If he says it is all right I will go with you."

So he talked with my father and he said: "You know, Mr. Davis, we had a hard time of it over in Cleveland getting someone to accept the Republican nomination for Vice-President. We fussed around a little and some of the boys thought your boy Jim would make a good candidate. But then someone came in and said, 'He is not eligible for the Vice-Presidency; he can't have it; he wasn't born in this country. He came here when he was about seven and a half years of age.'"

My mother—you know, your mother is always on your side; right or wrong, she is with you (laughter), and mine was with me—was listening with very great attention, believing every word that this friend of mine was telling my father. She is rather quick-witted and she turned around to my father and said to him in Welsh, "Look here, Dave Davis, if you had come to America when I wanted you to, Jim would have been born here and he would have been the President." (Laughter and applause.)

These men who have come from all the countries in the world, from all over the globe, will feel at home in America, because in America we have all races, and all nationalities. You can come out into my community where I live and you will find thirty-two different kinds of nationalities in the Congressional district in which I live. We will make you at home and you will find there, too, citizens from your own countries, or subjects from your own countries. They are American citizens, fine, upstanding men, and they have a warm affection for their country.

To be an American citizen you are not supposed, if I understand it correctly, to give up what little affection you may have for your country, but you may have a greater affection for this country. It is like a man who is just married. He has great affection for his wife, but because of that he hasn't lost any of the sweet affection he holds for his mother.



We don't care about that in America. I am strong for making one language and one flag, and one nation, but we don't object in America to your talking in your own language. If there were enough Welsh policemen here tonight I would address them in Welsh to make them feel at home. (Laughter.)

As I said, my friends, thirty millions of your people have come to this country to help make up the population of this great land. They have come on now until we have some fourteen million foreign-born in America, nearly eight million of whom are unnaturalized.

We have just passed a restrictive immigration law, and for the enforcement of that law have made certain recommendations to Congress. My own party is not committed to the program, nor is any other party, but if you are an administrator of law you must try to enforce that law, because the country is not based upon one-man power; it is based on the judgment of a great majority. So we have that law.

We have crossing the border from Canada every year between ten and twelve million people, crossing back and forth. We have between three and four million people crossing the Mexican border. We have a million seamen that come to our ports every year. So in crossing the border, the immigrants are bootlegged in; coming in as seamen they have a right to remain here sixty days and then re-ship for foreign lands. But when they get in it is hard to find them. You don't know where they are, and of course it is a bad thing upon the part of the Government because they are not properly inspected, and one therefore doesn't know what kind of people are coming in.

So we are the one great country in the world that ought to help people to become naturalized, to become ~~citizens~~ of this country. We want to help them. We want to be kind to them. We want to encourage them. And in these many years that they have been coming into our shores, coming to our country (I have been one of them), the Commissioner General of Immigration tells me that nearly a million have come into this country illegally, and that there is an army coming across every day.

What are we going to do about the discontent of these men who are only here by a sort of technical violation of the law? We propose that we give some one the power to admit them legally, to get them into the country legally, so that they can become a part of the United States. And with these nearly eight million that we already have, I propose an annual enrollment of all aliens. Let them pay a small fee into the Government and enroll each year until they are ready for citizenship.

Over in Lackawanna County in Pennsylvania (and it is so in nearly every part of the land), out of one hundred and thirty-five who presented themselves for citizenship, only twenty-four were entitled to it and accepted by the judge.

These men are anxious for citizenship, but they do not know our language, our customs, our history, or our traditions, and it is

rather embarrassing to me to see these poor men struggling for citizenship and unable to get it. So I propose this annual enrollment, that every year we have a great committee in the City of New York (even down into the wards), non-political, non-sectarian, enroll these people, in order to be helpful to them (and we would have it the same way throughout the entire country), to be kind and to be helpful to them, and to assist them in getting their citizenship, in order that they may know when they appear before the judge that they won't be embarrassed and will not be turned out. Think what a wonderful thing it would be to be helpful to this great army of foreign-born, to have someone speak a kind word to them, yes, to take the barnacles off the backs of the aliens. Their own people are sometimes the barnacles and the strongest sort of barnacle on the backs of the aliens.

We want to give them freedom and to be helpful to them.

What will it do? What is the use then? I want this, I should say, to be in the naturalization office. The opponents to this say that we want to Russianize, Prussianize, Europeanize these people in America. It couldn't be, because we have too many people in America who would rise up against it if anybody would try to do anything against the alien. But what do we find? What do we hope to do with this million? They won't come to the courts. They won't present themselves, because they know it is a technical violation and they are liable to be deported.

Just think what it means to have a million souls in America who want citizenship and who can't have it. The Government ought to devise some sort of a scheme to help them, and so we have the Bureau of Naturalization, and through that work out means to help this great army of eight million people on the road to citizenship in America.

What else does it do when you have the enrollment of the alien? When they register here, this band of international men and women who traffic in all sorts of drugs can't move without being caught at it. Those that deal and live off the body international of women can't carry out their work if we have the enrollment of the alien.

Let me tell you something that happened. Over my desk the day before yesterday came two of the most heart-rending cases I have ever seen or ever heard of. Tears came to my eyes at the time I read these communications.

A poor girl came to this country when she was three years of age. She went out into the West with her mother and father. There were five in the family. At the age of fifteen she went out to work. She was taken advantage of and then sent out into the world, and she had been what you would call, if she was a man, a hobo in American life. We found her suffering, after living many different ways, from a contagious, loathsome disease; she was suffering from a venereal disease and was about to be deported.

We changed that, and took her over to the public health authorities. I got hold of the minister of her church and I said, "Now,

we will parole her to you for six months to see what will happen in the life of this girl."

Then the other case was that of another young girl whose uncle had taken advantage of her and was the father of her child. She was on the way for deportation. I got in touch with her church authorities, too.

My thought about it was that it isn't the two girls under nineteen years of age that ought to be deported; but that the police authorities ought to have gotten hold of the men in those cases and sent them somewhere where they might get the punishment that they were entitled to. (Applause.)

I could talk to you about this for hours, about all of these things that come to the attention of the Secretary of Labor, pitiful, heart-rending.

So I say, I am heart and soul for this enrollment of the alien—some people call it registering them—but I do not believe it ought to be with the police. It will be easier for us when we know that there is landed in this country an international crook, an international trafficker, so to speak, in women, an international narcotic peddler, an international thief of any kind. He will have to enroll in the Naturalization Office of the Government. Then, too, if we follow it out, we will know what is going on in America. I believe in free speech. I believe in letting anybody talk on any subject that he wants to, but I am not in favor of permitting in America, as far as I am concerned, any other government outside of the United States sending people here to preach the downfall of American institutions. (Applause.)

We are happy here, Mr. Policeman, Mr. International Chiefs, and we are in America to stay, but we have great affection for our homeland. We have great desires to help our people, and the one thing in America above everything else, we are broad, we believe in all races and all religions and all nationalities, and to let everybody go his own way. We are like the Irishman who said he was in this country to stay. I live up here in a little town in Pennsylvania. Some thirty years ago they had an election in that particular little town, and the slogan was, "Turn the rascals out to let the lunatics in," and they got in. (Laughter.) It was one of those little backwoods towns that did not have a railroad, and after the election was over the officers went into the councilmanic chamber. One introduced a resolution that they build a fence around the graveyard; another one introduced a resolution that they whitewash the headstones and make it pretty, and another that they build a great archway over the entrance of the finest granite that could be had. After that resolution was passed they began fussing among themselves as to what sort of an inscription they would have over the archway. One man said, "Well, 'At Peace' is the proper thing." And he said he thought two words was the proper thing. Another man said he agreed with him that two words were enough, but he thought "At Rest" would be much more appropriate over a cemetery. One of those

staid, solid, substantial Germans was elected and he said, "Gentlemen, two words are too many over that archway. One is enough. I suggest the word 'Welcome' over that archway leading into the cemetery." (Laughter.)

That created a little laugh and a little uproar and there was a little Irishman who happened to be a holdover, and he wanted to pour oil upon the troubled waters. He rose up and said, "Mr. President, I would like to have the floor for just a minute." "Go ahead," said the President. He said, "That long, lean, cadaverous gentleman tells about 'At Peace,' which is all right." He wanted to pour oil on the troubled water to get his thought across. He said, "What the other fellow says about 'At Rest' is all right, too, but what the Dutchman says about 'Welcome' would make a laughing stock out of us all over the country. They would ridicule us, photograph it and put it in the papers, and the magazines would be full of it, making fun of us here for having that sort of inscription over the archway. I want something intelligent and I offer these words to be inscribed in as large letters as possible, 'Here to stay.'" (Laughter.)

So I say to you Police Chiefs, you will find most of the fellows who are in America that you come in contact with are here to stay. We are all happy here. It is a glorious country. We like it. We love it, and we will fight for her. So while you are here I hope you will enjoy yourselves. I know you will. You are the guests of the City of New York and New York does not do anything by halves.

You know they say—I am not going to mention the nationality (laughter)—that there is one group of foreign born who owns the City, that there is another group of foreign born who run it and the native Americans come here occasionally and enjoy it. You are with your own people, enjoy yourselves.

I am delighted and happy to have had this opportunity of just calling your attention to one of the important things which I believe is necessary for the Government. I hope you will have an organization throughout this country, so that wherever there is one of these crooks, national or international, that we will know just when and where to put our hands upon him, because if we don't, if we lost this thought of enforcing the law in America, well, America will be like some other places that have passed out of existence. So I am delighted and happy, Mr. President of this Assembly, to have had this opportunity of talking to your guests, and as I said to my friends to the left from Vienna, this is one of the finest banquets that has ever been held in America. (Applause.)

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TOASTMASTER ENRIGHT: Jim, I want to say in the language of the cop, "You are a peach." I want you to know that we are very fond of you here.

[The audience arose and applauded as Governor Smith came to the platform.]

TOASTMASTER ENRIGHT: As I said before, Jim Davis, we think you are a peach, and we wish you would come to New York and tarry. If you will come, I will assure you that we will give you a good job. We will pay you at least \$1 a year and we will give you a "P. D." plate for your car. And if you insist, we will give you another pair for your baby carriage. (Laughter.)

Now, I am very sorry we are going to throw a wet blanket over this audience. Everything has been pleasant up to now.

A bandit has come into the room. He probably will say some very mean things about you all here. We have no control over him any more. We did have him for awhile but since he broke out, we have not been able to do very much with him. I am just going to put him to work right away. He is known to us here as His Royal Highness, Emperor Bill Rogers. (Laughter and applause.)

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WILL ROGERS: I am going to start running this thing regular now. A great many of you wonder what I am doing here. I am the emissary between the Governor and the Mayor. (Laughter.) Any of you thinking there will be any bloodshed—there will be none. I am the man who is going to run this thing on the level. I am here for the same reason that all of you New Yorkers are here, to stand in with the Police. You are not here to do anybody honor. That is a lot of applesauce. You are not. I am here because I was promised one of those cards to put on my car, "P. D." If I get that thing on my car, I am going to sail by you cops and I don't want you to look at me. I am glad to be here with you.

I am glad to see so many flags up here. A good gag here tonight would be to try to get the Governor, the Mayor or the Police Commissioner to point out the various flags. (Laughter.)

We have got fellows here from countries that don't know what their flag is. We certainly don't know. Whatever you hung up here is all right. We hope it is all right. If any of you are slighted, it is somebody's mistake. It was not done purposely.

We are mighty glad to have you all here. It is a wonderful gathering. It is the nearest thing to the League of Nations we can get. (Laughter and applause.)

The crooks organized all over the world, and the next thing to do was for the police to organize for protection against the crooks. So they are organized all over. You are gathered here from four corners of the world, and I will bet you a dollar that half of you will be robbed before you get out of town. (Laughter.) I would ask you to save your flag, because it is the only thing they won't take away from you. Go back home with your flag intact.

It is wonderful to have these meetings. I have been reading about them every day. You are really reporting progress. You are fixing up a kind of a thing to help you out on the fingerprint thing. Where you can telegraph fingerprints—see? You have got

that all fine. That is what the Convention has really achieved at this meeting.

Governor, I don't know whether you have had time to read about it among those Republicans up there or not—they have got a kind of a gag down here. I don't want to be informing the Governor, but they have a gag where they are going to telegraph these fingerprints. They have worked this all out at this Convention. But they have not worked out any way to catch the fellow whom they are going to fingerprint. (Laughter.) There has been no suggestion in that matter at all. Just before they hang him they get his fingerprint. I am mighty glad to be here, because I am here in this capacity. They can't find in the whole State of New York anybody to run against Mayor Hylan for Mayor. That speaks very well. You can't find a soul to run against him. (Applause.) Not a one. So I am going to run against him, just simply to make it a race. I am a very great admirer of Mr. Hylan. I know he will be re-elected, but somebody has got to offer themselves up for the slaughter, so I am going out, and I will enumerate a few of my qualifications as Mayor of New York. I have never been to Florida in my life. (Laughter.)

I have got one of the biggest drawbacks. Most of the papers would be for me. That is a terrible drawback. That is the biggest thing the Mayor has in his favor. Some of our influential papers are against him. I see he was vaccinated today. I don't like to delve into your personal affairs. That is rather personal, asking anybody if they were vaccinated, and where. He was vaccinated against the World, the Sun, the Times, and that is what he was inoculated for today—against these papers. We will see tomorrow whether it worked. I have all the Follies girls with me if I run for Mayor. That means I would control all the best male votes in town. If any of our prominent men came out against me, we would open up and tell what we knew about that "bird." (Laughter.)

I would not be for subways. I would pass an ordinance, or I would have the Aldermen pass an ordinance over Mr. Craig's objections, to not have any more subways. I would have them pass an ordinance that nobody that did not have any business anywhere was allowed to go there. That will stop 50 per cent of the traffic in this town. (Laughter.) Ninety per cent of the people in New York don't know where they are going or what they are going to do when they get there.

As for automobile traffic, I would have the Aldermen pass another ordinance which would say that no car that is not paid for is allowed on the street. (Laughter.)

You can cross Fifth Avenue then without a signal if you will do that.

Now, I am just here for a few minutes, because everybody, as you know, wants to hear Governor Smith, and none of you all want to hear him any worse than I want to hear him, and I am just here to annoy you a few minutes.

I like Mr. Enright. I like all you fellows, because there is a time coming among you Police Chiefs all over the country when I am going to have to leave this town. I am going to go down and mingle with you somewhere.

I just met General O'Duffy out there. I spoke for you all two years ago, up at the Astor at luncheon, and this General O'Duffy was here then. That is really a remarkable thing. Imagine a police chief lasting that long in Ireland. (Laughter.) He is here, and he is at the head of the thing. I read in the papers where in a speech he made the other day; that his policemen did not carry guns. That may account for his sojourn in office. (Laughter.) Ours carry guns over here, I will tell you that. They have to carry guns for protection.

I can tell you why this Conference comes here every year instead of some other place, because you are interested in crime, and we can demonstrate crime better right here than any place else. (Laughter.)

If any of you Police Chiefs here tonight feel this dinner has been a total loss to you, as far as your profession is concerned, if you will just stop on your way home we will show you a couple of murders as you go out. Maybe two or three robberies.

I thank you all very much and I am mighty glad to be with you, because I could stand here and tell you these riddles all night. Here is the "bird" (Governor Smith) I want to hear. (Applause.)

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TOASTMASTER ENRIGHT: We are honored, my friends, tonight by the presence here of the Governor of the State of New York. (The members arose and applauded.) I was going to give the Governor an elaborate introduction, but I am overrated by your reception. Governor, go to it. (The members arose and applauded.)

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HON. ALFRED E. SMITH: Mr. Toastmaster, Your Honor the Mayor, distinguished Visitors and Guests to our city: I had a notion in my mind while Commissioner Enright was introducing my personal friend and politician, Will Rogers, when he spoke about the wet blanket over the affairs, everybody was looking at me, (laughter) inasmuch as he said an introduction of Will that might be applied to me. It has been customary for as many years as we can remember for business gatherings, Boards of Trade, to meet for the promotion of the common interest of those engaged in the particular line of business. If such conventions and such gatherings have been fruitful, the national evolution of things means of course that the minions of the law should gather together for the discussion of their particular line of business. The highest function of Government is the preservation of life and property. The Constitution of our State is really a restriction upon the legislative, judicial and executive power, and that Constitution can only be set aside in any of its salient features

when the proposal is based upon the exercise of the police power of the State for the preservation of the public health or the public property, public life and public welfare, generally.

In the State of New York our Police power is delegated without restraint or without restriction to the various municipalities. The State itself, as a commonwealth or as a sovereignty, has about 350 policemen and they patrol what we speak of as the strictly rural sections of the State, where, prior to 1917, when they were organized by statute, the police power rested entirely with the sheriff. That was not entirely satisfactory. The sheriff had many civil duties, and he performed his police duties only after complaint and observation, and obviously, the growth of the rural communities and the almost universal use of the automobile became necessary for the State itself to police the rural sections of the State with what we call the State Police.

Their jurisdiction, however, is limited to such sections of the State, and the grant of sovereign police power is bequeathed by the commonwealth to the different municipalities of the State. So that so far as police organizations are concerned, we have, in the truest possible sense of the word, a real democratic government; that means, translated in the parlance of Second Avenue, "You get the degree of Police protection that you pay for. You don't get any more, and it is your duty to see that you do not get any less."

I think it has been truly said just about this season of the year when the annual Police parade occurs upon our main thoroughfare in New York that the great municipality of New York has, without question, the best organized, the best equipped Police Department that there is any place in the world. (Applause.)

And when we make that declaration we make it without consideration of the all important factor that no other municipality in the world presents so complex problems of Police administration as the City of New York presents. (Applause.)

We are the gateway of the whole nation. During the World War, in and out of the port of New York passed 75 or 80 per cent. of the men and the supplies that were needed to sustain the American Army and their Allies. And during all of that period of stress, during all the dark clouds that hung over this Nation and all that were engaged in that conflict, it was a matter of supreme satisfaction to the people of the City of New York that you could walk any thoroughfare inside of this metropolis and unless you were acquainted with the fact through some other means, not to know there was any disturbance going on any place in the civilized world. (Applause.)

During the conflict of political battle, for the benefit of our visitors, every September and October, throughout the State and its various municipalities, the campaign orators and the cocktail talkers, indulge in the grossest misstatements of the fact that the world ever knows. We pay no attention to them, because we



have been educated to it. We have been brought up in an atmosphere that makes us understand exactly what it means. Years ago, one group stood up and declared for the principles of Jefferson and everybody said, hurray! (Laughter.) And not a single listener could enunciate one of them. Over on the other corner the red lights were burning just as brightly, with a different political emblem over the speaker's stand and he was talking about Lincoln. And the question of the proper pavement of the sidewalk could be adapted to the policies of either Lincoln or Jefferson. And by force of habit, the Police Department in our city is every so often the subject of political discussion. There is no escape from it. There is one great salvation, however, and there is one great security we have, and one great sense of satisfaction that we all enjoy, and that is that the day after election, when the oratory has ceased, and when the campaign managers have retired to a well earned rest and seek the seclusion of their various political headquarters, all men and women that know anything at all about the City of New York know that it is very well policed and know that the man that walks the sidewalk while everybody is in calm and peaceful repose, is the guardian of public property, preserver of public welfare and the life of the community itself. (Applause.)

Now I hope the Convention will be fruitful. I hope that the gathering of the best minds in police business will be able to put us in a position to be able to cope with the art and the science of the man that has little or no respect for the law. And we earnestly hope that Society in our Commonwealth, in our City, in all the civil governments that are here represented will be benefited by your Conference. We earnestly hope that there will grow from the benefit that must come from organized effort, because all organized effort is the thing; that is what counts; it is the study, careful concentration of various minds upon the solution of a definite and a given problem that produces the best results; we hope that grows from this Convention. I am sure it is an honor to the City and to the State to have it held here; an honor to the City and the State to meet the representatives of the different Commonwealths that have been here to confer upon Police business. Personally, I greet them. As Chief Executive of the State, I offer them a warm and a hearty welcome. (The members arose and applauded.)

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TOASTMASTER ENRIGHT: On behalf of the Police Department of New York and on behalf of the International Police Conference, I want to thank His Excellency, the Governor, for coming here from his labors in order to offer and give us such a splendid message of sympathy and encouragement as you have heard from him tonight. It is small wonder that he is the idol of the people of this State. He is a friendly man, he is a lifter, he never leaves. He is always backing somebody or something and he has always backed to the limit the Police Department of the City of New York. (Applause.)

We will detain you now, just a few minutes more. I am asked to call upon our distinguished friend and colleague, the President of the Police Department of the City of Vienna, Johann Schober, whom I understand has a message to deliver here tonight.

[The audience arose and applauded.]

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**PRESIDENT JOHANN SCHOBES:** The President of Austria has ordered me to convey to the President of the International Police Conference, the Honorable Commissioner Richard Enright, the newly created sign of honor of the Austrian Republic. The Federal President intends herewith to express his honor and Austria's gratitude for so many acts of charity which Richard Enright has done for Austria. He intended besides to honor the genius and activities of the great organizer of this Conference, for the culture of the human race. May I add my personal wish that the Almighty God might grant to Commissioner Enright a long life and happiness and may he wear our golden declaration for many, many happy years.

[Commissioner Enright was then decorated by President Schober and the audience arose and applauded.]

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**TOASTMASTER ENRIGHT:** Mr. President Schober, I scarcely know how to express my appreciation of the great honor and distinction conferred upon me by the illustrious President of the Austrian Republic.

When I visited Vienna two or three years ago and had the pleasure of a very long talk with the President of your Republic, President Heinrich, I was struck with his wonderful talent, his extreme kindness and his very warm regard for the people of my country. I want to thank you, sir, and through you, the President and the Government of your country, for the honor that has been conferred upon me and I accept it, too, as an honor conferred upon the great Police organization of this City, which I have the honor to command and as an honor, too, conferred upon the International Police Conference, for that is a part of the message that you bring, President Schober. May I express the hope that you will live long and prosper and I hope, too, the President of your Republic will live many years to enjoy the just renown which he has won, and that your young Republic, recovering from the great crisis that swept over your land some years ago, may be preserved and grow and prosper and flourish until it shall regain all of its ancient glory. (Applause.)

The Chair is pleased also to recognize our distinguished friend and colleague, the Commissioner and Chief of the Civic Guard of the Irish Free State, who brings a message to be delivered here tonight. General O'Duffy!

(The audience arose and applauded.)

**GENERAL O'DUFFY:** Mr. President, Your Excellency, Ladies and Gentlemen: It is now pretty late in the evening and it is not my intention to detain you more than a minute or two. I consider it a great honor indeed to be called upon to say a word of thanks to the New York Police Department on behalf of the Foreign Delegates for the very pleasant evening we have had. As I said yesterday, I do not know that I am entirely a foreigner here. Will Rogers has just told me that the Governor of the State is an Irishman, the Mayor is an Irishman and the Police Commissioner is an Irishman. So that I think that I certainly have not fallen among strangers.

I would like to express, on behalf of the other delegates who may not have had opportunity of speaking, our grateful thanks for the great kindness and courtesy extended to us since we came here. It is doubtful if any other country in the world could entertain an International Police Conference in such kingly manner as the New York Police Department has entertained us.

If I may transgress for a moment, Mr. President, I would like to carry out an instruction I received on leaving Ireland, and that instruction was an instruction from my own Police Force, which is called the Civic Guard, to present, on their behalf, to the Commissioner of the New York Police, a little souvenir of friendship from the sister force over in Ireland.

I was over here in 1923 and it was my first visit to America then. I received on every side signal honors and signal favors. Through our esteemed President, I was given the honor of being appointed Honorary President of the International Police Conference. I appreciated that, and after the Conference was over I met a very distinguished friend of the Police of New York, Colonel Scott, and he told me that as a little mark of appreciation of our new police force over in Ireland he would present a medal for valor, to be given to a member of our Police Force who would perform the most chivalrous and most valorous act of police duty in any one year, and in addition he presented a check for \$1,000 in order to present that medal in perpetuity. He did more. He came across to Ireland, and in the presence of the President of our State and the Ministers and the President of both Houses of Parliament, and last, but not least, in the presence of two thousand members of our Police Force, he pinned that medal upon the Guard that I chose for the honor. It may perhaps be of little interest to you to know what was the act of chivalry that that guard performed. It is this:

Briefly, he was on patrol duty at midnight in a lonely district in County Claire when he was accosted by two disguised men who told him to take off his uniform and hand it over to them. He refused to do that. They threatened to shoot him. It had no effect. He was strong, twenty-two years of age and over six feet tall. He seized the revolver in the hand of one and seized the shotgun in the hand of the other fellow. He held them in that position till the shotgun broke in two and then one of the rogues lifted part of the shotgun and struck him on the head with it.

In the distance they heard footsteps and they cleared away. His comrades of the Guard found him lying at the roadside, with the revolver in one hand and the remains of the shotgun in the other. They brought him to the barracks and gave him a cup of tea, and an hour after, he succeeded in arresting the scoundrels and they are now doing seven years' penal servitude.

That was the little act of valor that Colonel Scott rewarded. There were several others who qualified and last night Colonel Scott saw the position and gave me a further opportunity of endowing other acts of valor in the Police Force.

A little while later another distinguished honorary member of your Police Force, Commissioner George MacDonald, visited Ireland and brought a message from our distinguished President here, Commissioner Enright; that was to confer on me on behalf of the Police Department, the dignity of Commander of the Order of Merit, and I am proud to wear that medal here tonight. These are some of the acts of kindness shown to me, not for personal reasons, but because I represent the Police Force of Ireland, and it is but fitting we should show in some way our friendship and appreciation of these kind acts.

I am in position of knowing every member of my Police Force. I have been associated with them for a number of years past. I have been associated with them when they were in the Irish Volunteers fighting on the hillsides. I was associated with them in the National Force. I took in the men who stood by me and who are true to their country still. I know all these men, and when your Commissioner here honored me, he honored them, and they were proud of that, and a few days before I left I noticed in their official organ they wished something should be done to express their appreciation of the kindness that was shown to their Commissioner here. Well, they considered that the best we could do, that the best gift was to present to the distinguished Commissioner of New York our flag. (Applause.)

Many of you here know how long and how strenuously we have fought and suffered for that flag. We have it now, and when the old men who did suffer and whose comrades' blood ran red for the flag, when they asked me to present the Police Commissioner with that flag, then they were giving of their best. I don't wish to say anything more now. I didn't intend to say any more, but I only wish to say in conclusion that it affords me very great pleasure indeed to present to my distinguished friend, the man who has done so much for the police, not only in New York but for the man who has glorified the police forces of the world everywhere (the name of Commissioner Enright is known everywhere), this flag. I am sure that every member of the Police Force must be proud and their chests must swell to be one of the boys in blue. (Applause.) He has done more than any other man in the world today to promote peace and good order in every land and to show in a very definite way that the criminal will not be allowed to continue forever his nefarious acts.

All I have to say in conclusion, in presenting this flag to the Commissioner of the Police of New York, is that our hearts in Ireland go with it. (Applause.)

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**TOASTMASTER ENRIGHT:** My very dear colleague and friend, General O'Duffy, I scarcely know how to thank you for the great honor you have conferred upon me and the Police Department of our city and for the marvelous message of friendship and goodwill which you bring to me and to my Department from that great organization that you so ably direct. There is something truly wonderful about this gift, coming as it does from you, one of the distinguished men of the new Irish Free State, and coming as it does from one who still lives in that ancient land from which my sires came so many years ago. We on this side of the water have watched with supreme interest the Irish Free State as it sweeps gloriously forward to greater honor among nations, to greater glory and greater prosperity that is dawning for heroic people. The colors of the Irish Free State are dear to all of us—probably no flag that flies anywhere under the heavens, other than our own flag, is dearer to us than the flag of the Irish Free State. (Applause.)

There is, of course, a very warm feeling of affection and brotherly love for your organization from the Police organization of this City. The Police Department of the City of New York, through all the years, has had a majority of its members men of Irish birth or Irish blood, and without doubt more than 60 per cent. of the present Police Force were born in your country or their forefathers were born there. And so it will be a great compliment indeed to men of this Department to receive this flag from the hands of one of the glorious heroic fighting men of Ireland, who had as much as any one to do with the winning of your practical independence and the establishment of your Irish Free State. It will be a source of supreme satisfaction to them when I tell them of the honor that you have conferred upon them and have conferred upon me.

I thank you from the bottom of my heart. (Applause.)

The Chair is also pleased to recognize the distinguished representatives of that heroic country, Belgium, in the person of Chief Louwage, who is here as a delegate to the International Police Conference.

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**TOASTMASTER ENRIGHT:** Ladies and Gentlemen: Chief Louwage of the Police Department of the City of Brussels. (Applause.)

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**PRINCIPAL JUDICIARY OFFICER FLORENT LOUWAGE:** Mr. President, Ladies and Gentlemen: The Criminal Police Force of Belgium delegates me to present to you an eloquent token of its esteem for yourself and for the splendid Police Force you have the honor to command.

The Belgian Criminal Department will never forget what you did for the exchange of relations between the Police Forces of the whole world.

Remember, when you made your first journey nearly around the globe, the Belgian Police Chiefs came to you. As Lafayette, we said: "Here we are! We shall be at your side forever."

In giving this token of our inextinguishable friendship, we beg you to place our dear colors next to your glorious Stars and Stripes.

As your dear flag, our flag was born in the fight for liberty. Red means the blood lost for recovering our independence; black reminds us of our killed patriots; yellow does not mean riches in gold, but wealth of our nation in good spirits, in labor in progress. (Applause.)

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**TOASTMASTER ENRIGHT:** Principal Judiciary Officer Louwage, I want to thank you most cordially and, through you, I want to thank your Department and your Government for the signal honor that you confer upon the Police Department of this City and upon myself. This is the second signal exemplification of the good-will in which we are held by your rulers and by your people.

When your illustrious King visited this country about four or five years ago, I had the great honor to receive from his hands personally the medal and certificate of Officer of the Order of Leopold the Second. It was a great distinction to be conferred upon the head of this Department, and a still greater distinction to have it conferred by your heroic King. I am sure that whatever little I may have been able to do to cement closer relations, friendly coöperation and good-will between the police of your country and of this country, and of other countries around the world, could scarcely warrant the distinction which you and your country have been pleased to confer upon me.

At the first Conference held in this city, your capital and Government was represented by that most distinguished Police Officer, Mr. Alfred Keffer, my friend and your great commander. He labored here zealously for the cause of the International Police Conference, and by word and deed, since he returned to his home country, he has done all that he could to extend the influence of the International Police Conference, and cement and draw closer the friendly, yes, brotherly relations into which all of the Police of the world have now entered.

Please convey to the heads of your Government and to the head of your Departments and to Mr. Alfred Keffer and to my friends and comrades, the members of your Police Department, my profound thanks, respect, esteem and great appreciation of the members of the Police Force of the City of New York, the honor you have done them and the honor you have done me. (Applause.)

There are just a few cables, if you will just remain for a few minutes, which are going to be displayed here. They are on the wire now. They will be displayed here in a second and then we will adjourn. I wish you would wait to see them. They won't take long.

**MR. H. J. FORBES:** Mr. President and Gentlemen: I have the very great honor to offer a novel feature. We have installed a direct cable right from London to this room, and we have several cablegrams that we are going to display on that screen from various European countries of congratulations and good wishes, and I am going to read them directly, from the screen as the signals pass across. There are several other messages from Cuba, the Governor of the Virgin Islands and the Chief of Police of Santiago, Chile, which will also be read, but naturally will be prepared from our main office in New York, as they do not emanate from London. I ask your indulgence for just a few seconds until London starts sending the messages.

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No. 1. From Bristol, England.

To Richard E. Enright, President,  
International Police Conference,  
New York.

Bristol, England, Police send hearty greetings and best wishes Conferences every success.

(Signed) TANNER.

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No. 2. From Paris, France.

To Richard E. Enright, President,  
International Police Conference,  
New York.

The Prefect of Police sends his best wishes on the occasion of the opening of the International Police Congress.

(Signed) MORAIN.

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No. 3. From Glasgow, Scotland.

To President, International Police Conference,  
New York.

The City of Glasgow Police send fraternal greetings to delegates at World Police Conference. May deliberations fructify and coördinate services in all lands.

(Signed) A. N. KEITH,

Assistant Chief of Police, Glasgow.

**No. 4. From Edinburgh, Scotland.**

To Richard E. Enright, President,  
International Police Conference,  
New York.

Greetings from Edinburgh Society Police. May the Convention go far in helping to secure to every man life, liberty and opportunity for the pursuit of happiness.

(Signed) W. D. PATTERSON,  
Assistant Chief Constable, Edinburgh, Scotland.

**No. 5. From Newport, Monmouthshire, England.**

To Captain Gower,  
c/o Richard E. Enright, President,  
International Police Conference,  
New York.

Hearty congratulations from your force.

**No. 6. From Brussels.**

To Richard E. Enright,  
New York.

On behalf of the Belgian administration and myself I send cordial greetings to the President and members of the International Police Conference. I voice my wishes for happy results of their labors and a tightening of the bonds uniting our two countries.

(Signed) GONN, Administrator of Public Safety.

**No. 7. From Salford, England.**

To Richard E. Enright, President,  
International Police Conference,  
New York.

Kindly accept sincere greetings and best wishes for the success of the International Police Conference from the Royal Borough of Salford.

(Signed) BILLINGTON, Mayor.

**No. 8. From The Hague.**

To Richard E. Enright, President,  
International Police Conference,  
New York.

Best wishes for a good Conference.

(Signed) CHIEF COMMISSIONER OF POLICE,  
The Hague.

These that will be thrown on the screen now are from Cuba, South America and the Virgin Islands.



**No. 1. From Buenos Aires.**

**To Richard E. Enright, President,  
International Police Conference,  
New York.**

On the occasion of the deliberations of the Third International Police Conference and auspicious demonstration today, I am pleased to send you our congratulations in the name of the Federal Capital Police, together with my own. We trust that success may crown the endeavors of the delegates for better understanding on behalf of public safety. Please convey these sentiments to all the distinguished delegates at the Conference.

(Signed) JACINTO FERNANDEZ.

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**No. 2. From Santiago, Chile.**

**To the International Police Conference,  
New York.**

Police of Santiago send greetings and best wishes for a successful conference.

(Signed) M. CONCHA, Prefect.

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**No. 3. From Havana.**

**To Senator Alberto Barreras,  
International Police Conference,  
New York.**

Affectionate greetings to yourself, Mr. Enright, and all delegates at the International Police Conference. Accept my thanks and congratulations on your capacity as Cuba's representative.

(Signed) RAFAEL ETORALDI,  
Secretary of the Interior.

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**No. 4. From Havana.**

**To Mayor Alberto Barreras, Senator de la Republica,  
c/o Commissioner Enright,  
New York.**

In the name of the Police Department under my command, I greet and congratulate Mr. Enright, the delegates of the Conference, and yourself. You have the affection and respect of all members of this department. We are highly pleased to be represented at the Conference.

(Signed) P. FERNANDEZ, Chief of Police.

**No. 5. From Havana.**

**To the Honorable Richard E. Enright,  
International Police Conference,  
New York.**

**In the name of the institution I command, I salute and wish  
you successful Conference. Respectfully goodnight.**

**P. FERNANDEZ,  
P. DEKARDINNES,  
E. BERNAL,  
E. ALMARO,  
DELGARO ESTRADA,  
OMARA BORSHEKAL GARCIA.**

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**No. 6. From Havana.**

**To the Honorable Richard E. Enright, President,  
The International Police Conference,  
New York.**

**The Third Police District of Havana sends best greetings to  
you all.**

**(Signed) MAYOR FERNANDEZ,  
Captain Revaro Hidalgo.**

**(Applause.)**

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**TOASTMASTER ENRIGHT: That closes the entertainment and  
proceedings of this evening.**

**Thank you all for coming.**

**[The session adjourned at 12 o'clock.]**

**ADJOURNMENT**

**FRIDAY, MAY 15, 1925**

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**NINTH SESSION—MORNING**

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The meeting convened at ten A. M., President Enright presiding.

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**PRESIDENT ENRIGHT:** The order of business today is mostly the completion of the work that has already been discussed at the preceding Sessions, and the reports of Committees. The first order of business this morning is the report of the Chairman of the Traffic Committee, Chief W. A. Coleman.

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**MR. WILLIAM A. COLEMAN:** To the Members of the International Police Conference: The Traffic Committee presents to the members of the International Police Conference the following report of its work, together with its recommendations for the improvement of traffic conditions.

Your Committee held a meeting on Wednesday, May 13, 1925, to discuss desirable and necessary changes in and additions to laws in connection with the size of motor vehicles, ownership, qualifications for operating motor vehicles, road markings, traffic signals and uniformity of directional signs.

Your Committee is fully aware of the fact that it is neither wise nor beneficial to enact numerous laws with reference to motor vehicles and their operation, but feels that only laws that are necessary for the protection of the public and the better control and regulation of traffic should be adopted.

Your Committee concedes that the results obtained at this meeting will not have the force of legal determination, but are only recommendations that have been prepared from an absolutely practical police viewpoint, which the Committee feels should receive serious consideration from all interested in the subject of traffic.

As a result of the hearing held, the Committee respectfully submits the following recommendations:

**I.—VEHICLE**

1. Design.
  - a. Length. Twenty-six feet over all.
  - b. Breadth. Eight feet over all.
  - c. Height. Twelve feet over all.
  - d. Weight. Regulated according to breadth of wheels used.

- e. **Brakes.** Capable of stopping vehicle going 20 miles per hour within a distance of 40 feet.
  - f. **Drive.** Universal adoption of left-hand drive. It has been proven beyond doubt that left-hand drive is more efficient and a preventative of accidents.
  - g. **Wheels, Tires or Shoes.** The covering thereon and the width thereof must be sufficient to prevent damage to the pavement or to sewer, water, gas or electric manhole covers located in roadways.
  - h. **Trailers.** Not more than one trailer; loading capacity not to exceed five tons, not to exceed width of drawing vehicle; not to exceed two-thirds of the length of same. Combined loading capacity of drawing vehicle and trailer not to exceed ten tons.
- 2. Signal Equipment.**
- a. **Tonal.** Every motor vehicle should be supplied with a suitable and adequate horn or other device for signalling, which horn or device shall produce a sound sufficiently loud to serve as a danger warning, but shall not be used other than as a reasonable warning, nor to be unnecessarily loud or harsh. The use of siren horn prohibited. The use of siren horn or Claxon signal may be permitted on emergency vehicles, such as operated by Fire Department, Hospitals, Police, etc.
  - b. **Visual.** Hand signals for drivers: Arm extended from side of car and pointed upwards, to indicate: I am about to make a right turn. Arm extended from side of car and held horizontally, to indicate: I am about to make left turn. Arm extended from side of car and pointed downward, to indicate: I am stopping or suddenly checking speed.
  - c. **Spotlight.** The use of spotlights within city limits prohibited. Spotlights should be placed and used so that the light therefrom should be focused on the right hand side of the road, not more than 200 feet in front of such vehicle.

#### HAND SIGNALS TO BE GIVEN BY TRAFFIC MEN

a. **To stop Traffic:** Stand with shoulders parallel to moving traffic. Raise arm 45 degrees above shoulder toward moving traffic, hand extended, fingers joined, palm toward traffic to be stopped. Repeat movement with other hand to stop traffic in opposite direction.

b. **To Move Traffic:** Face so that shoulders are parallel to line of traffic to be moved. Extend right arm and hand full length, height of shoulders, toward said traffic, fingers extended and joined, palm downward; bring hand smartly across body indicating direction in which traffic is to proceed. Face about, and repeat movement to move traffic proceeding from opposite direction.

### 3. Public Identification Device.

*a. Description:* Standard size of plate should be 6 inches wide by 15 inches long, with beveled edge to reinforce same. Plate material to be of a quality that will stand test of year's usage without cracking or destroying lettering or numbers thereon.

There should be standardized bracket slots three inches long by nine thirty-seconds of an inch wide.

*b. Number per vehicle:* Two plates; one in front and one in rear. Uniform symbols to be used, such as code now in use in New York State, so that the number can be readily distinguished and memorized.

Uniform code to be adopted to designate busses, hacks, express, moving vans, commercial vehicles, etc.

The color scheme for each state to be taken from a color number card representing all the states in such a manner that adjoining states will be assigned a color in contrast to each other.

*c. Position:* Rear license plate to be mounted over left rear mudguard; front license plate to be mounted over right front mudguard. Standardized mounting to be used. On vehicles where it is impossible to strictly comply with the recommendation, plates to be attached in such a position as to insure greatest visibility.

*d. Legibility:* Colors adopted for each license plate must be greatly in contrast with each other to render the numerals and letters thereon legible for at least 100 feet distant from the vehicle in the day time. Rays of rear light to shine upon rear license plate at night time to make numerals and letters legible for the same distance.

### 4. Operating Condition.

*a. Brakes:* Frequent inspection at least once a month of all vehicles on highways, especially in municipalities, should be made.

*b. Tonal Signals:* Brakes, steering apparatus and signalling device tested, also, individual operating same, tested as to his knowledge of visual signals.

*c. Visual Signals:* If brakes, steering apparatus or signalling device are found defective, license plates should be impounded pending adjustment of defects.

Individuals found lacking in visual signalling should have their license suspended pending new trial test.

### 5. Use of overstandard vehicles.

*a. When, where or by what authority:* In municipalities during the period between sunset and sunrise, and outside of city limits at all times, but in all cases the route should be designated on a permit granted by the municipality effected or by the state officials, or Interstate Commerce Commission. This type of vehicle is growing in demand and in the daytime is a big factor in

the obstruction of traffic: it is supplanting the railroads in the transportation of merchandise within the radius of 100 miles of large cities.

## II.—OWNER

Procedure recommended in connection with the following:

1. *Acquisition and evidence of ownership:* All states should adopt the principle of certification and registration of automobile titles as one of the most effective and important means of reducing thefts, and, owing to the casual relation between the theft and accident hazard, it would also be the means of improving the present public accident situation.

This legislation should be uniform and should contain adequate provision for enforcement with proper penalties for violation.

2. *Transfer of ownership:* In the event of sale or transfer of this title, the original purchaser shall endorse on the back of title certificate the facts of the transaction and, within twenty-four hours thereafter, file with the Secretary of State the plates assigned to such automobile and the certificate of title, which is then applied for by the new owner, who must present proper credentials to obtain same.

3. *Prevention of Theft:* Every operator of an automobile shall have in his possession the original certificate of title for the automobile being operated by him.

a. *Unauthorized use:* The unauthorized use of automobiles shall be punishable by six months' imprisonment and revocation of operator's license for one year.

b. *Recovery of stolen property:* There should be established in each State a large center for the storage of automobiles found or recovered. The motor number, license number, etc., of such automobiles to be properly advertised to facilitate the return of same to the rightful owner.

A rigid inspection of all garages, particularly public garages and repair shops, should be made at frequent intervals.

## III.—DRIVER

The driver of any motor vehicle should be possessed of the following basic qualifications:

1. *Physical:* The physical standard of commercial vehicle operators should be of the highest order.

a. *Minimum Age*—Over 18 years.

b. *Limbs*—No person shall be permitted a license who is without a limb, with the exception of a person who can show, through practical examination before proper officials on road test, that they can use artificial limb in the competent handling of braking apparatus, referring to legs or lower limbs only.

c. **Vision**—Eye test and color test as now set down by U. S. Army standards.

2. **Mental**: To pass a practical road test such as the firing of a shot with prior instructions to the applicant that he stop his car immediately on hearing same, for the purpose of testing the mental reaction when confronting a sudden situation of this kind, as it has been found that many operators are not capable of meeting a sudden, grave emergency, such as the oncoming of a locomotive at a grade crossing or fire apparatus; they seemingly become paralyzed with no physical reaction to their mental capacity.

3. **Moral**: This is very important, as a person subject to vicious temperaments, immoral habits and with criminal record has no regard for law and order and a standardized form of questions to be asked and investigations made thereof before applicant is licensed.

These basic qualifications may be altered on account of type of vehicle used as follows:

1. For personal non-commercial use and

2. Public passenger conveyances—all operators be given a very thorough examination as to use of emergency brakes. Also to be tested as to their knowledge of traffic regulations.

3. For transport of merchandise, etc. The same examination as required of the public passenger operator.

Same moral qualifications to be applicable to drivers of all classes of automobiles.

#### DETERMINATION OF DRIVER'S QUALIFICATIONS

1. By whom. By State officials of motor vehicle departments.

2. How. By severe road test in the county in which he resides, at a location where his mechanical knowledge and knowledge of traffic conditions could best be determined.

3. Evidence of Qualifications. A grade license shall be issued. The highest grade would be passenger conveyances and trucks over two and one-half tons' capacity, and so on down the line.

a. **Fingerprints**. To be on license carried by licensee as well as on file at State Department office; this to apply to all drivers of motor vehicles.

b. **Term of license**. Yearly.

c. **Re-issue**. Two months prior to expiration of license, which should be issued as of January 1st of each year.

Applications for renewal shall be forwarded to licensees by Motor Vehicle Departments, so that on January 1st of the new year no operator will have any reasonable excuse for not having acquired a new license.

Form of application for renewal to contain all facts in connection with accidents or arrests applicant has been involved in during the preceding year, and whether, through sickness, he has become incapacitated.

#### IV.—OPERATION

The following basic and uniform system of road markings is recommended:

The arrow signs, as adopted at the International Police Conference in 1923, shall be used, except that the arrow shaped sign only shall be used, and not painted on a rectangular or other shaped board.

1. *Lettering.* Shall be black on a white background. No more words to be used than is absolutely necessary, as follows: "Keep Right"; "Detour"; "Stop"; "No Parking," etc.

2. *Graphic Conventions.* Not to be used at any time.

3. *Illumination.* Illuminated signs to be used at dead end streets, or other dangerous places.

In the traffic light control system the following lights should be used: Green Light for "Go"; Red Light for "Stop," the same as now in use in the City of New York.

4. *Advertising Matter.* Advertising matter shall be strictly prohibited in connection with traffic signals.

Recommendations for basic and uniform requirements of Traffic Regulations and Rules of the Road:

To be the same as now contained in the pamphlet issued by the New York City Police Department: Traffic Rules and Regulations. "Thou shalt not kill."

1. *Speed.* Regulation of speed should be directed primarily at reckless driving and should be uniform throughout the country as far as practicable.

No vehicle to be operated at a speed greater than is reasonable and proper, having regard for traffic and use of the highway, so as not to endanger the life or limb of any person.

On thoroughfares where traffic is under control a maximum speed of twenty-five miles per hour to be permitted.

Laws to be enacted to prevent local authorities of small communities to restricting speed to less than twenty miles per hour.

2. *Reckless Driving.* Reckless driving and any other flagrant disregard of the rights of others by any operator on the streets or highways should be vigorously and unceasingly prosecuted. Prison sentences only to be imposed upon conviction, the duration of which shall be determined by the seriousness of the offense.



The following basic and uniform "parking" regulations are recommended:

Standing cars should not be permitted to endanger or seriously impede the orderly movement of traffic or prevent reasonable access to the sidewalk for loading and unloading of vehicles.

#### V.—ENFORCEMENT AND PENALTIES

*a. General Recommendations.*—It is conceded that to make a success of all the points dwelt on herein it is absolutely necessary for a rigid enforcement of same to prevent thefts and accidents, and facilitate the movement of traffic.

The punishment for driving an automobile while in an intoxicated condition or while under the influence of a drug upon second conviction shall be imprisonment for not less than two years.

#### VI.—PEDESTRIAN

We recommend the following on the obligation of the pedestrian:

Pedestrians and motorists should bear a considerate attitude, each to the other.

In cities pedestrians should be instructed, urged and required to keep within the boundaries of designated safety zones and crossing places, and where there is congestion to cross only with traffic.

Regulations by local authorities in municipalities governing above should be enacted with a fine for violations thereof.

To assist in the enforcement of this regulation road markings in white colors at crossings should be installed.

In conclusion the Committee recommends that the Traffic Regulation and Direction Signs as recommended at the International Police Conference held in New York City on May, 1923, be photographed; also that photographs of traffic officers be taken showing them in the act of giving hand signals the same as adopted in the Conference of May, 1923, and that these pictures, together with necessary information, be printed in a pamphlet and distributed to police chiefs in all parts of the country. (Applause.)

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CHIEF CROWLEY: In Massachusetts recently, a law has been passed whereby a person arrested for operating under the influence of intoxicating liquor the second time in six years is punishable by imprisonment in jail. It is obligatory on the Judge to make it punishable. I really think there should be a limit on the time within the second offense. The way it reads now it might mean ten or twenty years. You should put in something definite, five or six years. It seems to me we have to have a certain period.

**PRESIDENT ENRIGHT:** Gentlemen, you have heard the report and the suggestion of Chief Crowley that a limitation be placed upon the time. Do I hear any further remarks on that point?

Chief Crowley, do you want to make that in a motion?

**CHIEF CROWLEY:** I will make that in the form of a motion, then, that the time be five years. That will probably be universal, although our law is six years. I think within five years should be recommended by that Committee.

**PRESIDENT ENRIGHT:** There is a motion by Chief Crowley, of Boston, that Section 7 of this report relative to enforcement and penalties be amended, fixing the time limit of five years under which a second offense would call for a jail penalty. Is there a second to that motion?

[The motion was seconded.]

**PRESIDENT ENRIGHT:** Are you ready for the question? All in favor will please say "aye"; contrary, "no." The motion prevails.

**INSPECTOR GENERAL MITCHELL:** I would like to be informed in connection with the proposal to adopt uniform signals throughout the world if there were, on the Committee, representatives from Great Britain and Ireland?

**CHIEF COLEMAN:** The Committee was composed of the Chiefs of Police of the United States.

**INSPECTOR GENERAL MITCHELL:** I would, therefore, urge caution in so far as the services in Great Britain and Ireland and the oversea dominions do not at present follow those traffic signals and the system at present in vogue was recently recast and has been generally adopted. I think it would be most desirable that this Conference should agree to what would be world-wide signals applicable to any place, here in the United States, Great Britain or Ireland, or the European countries. I refer particularly to the stop and to the vehicle turning to the right or to the left. There was something mentioned there about putting the hand down, pointing down. That is a signal that is new to us.

**PRESIDENT ENRIGHT:** The car being in motion, the signal with the hand pointed downward indicates that the driver intends to stop or slow up. That is the signal from the car.

**INSPECTOR GENERAL MITCHELL:** I thought perhaps representatives from the Continental nations or from Great Britain or

Ireland had considered that suggestion fully, but I regret there appears to be no representative on the Committee.

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PRESIDENT ENRIGHT: I presume that should have been done. Of course, Chief, you understand this is not obligatory. No country or city is obliged to do this. It is simply the recommendation of the Conference on the line of getting a general application of certain principles.

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INSPECTOR GENERAL MITCHELL: The whole suggestion of the Committee is of such a splendid character that I thought if it were possible to make signals to be followed by drivers throughout the world, that a man crossing from the United States to Great Britain or going on the Continent or China would give the signals the same as he would do in the City of New York. It would be a step forward.

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PRESIDENT ENRIGHT: If there is no objection, I would be pleased to refer this report back to the Committee and add to the Committee Inspector General Mitchell, General O'Duffy, Chief Constable Ross, Chief Constable Gower and Chief Constable Peacock.

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INSPECTOR GENERAL MITCHELL: That would be satisfactory. Without taking up additional time, we might be asked to present a report a little later on.

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PRESIDENT ENRIGHT: We want this to be entirely satisfactory to everybody. Our idea about it is, as I said before, that we merely recommend these measures and everyone may comply with them if they feel they should. Is there any objection to that procedure?

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COMMISSIONER STANELAND: Mr. President, I noticed in regard to the use of spotlights, the omission of headlights. That is a prolific cause of a great many of our accidents. I would like to know if that question has been brought out.

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CHIEF COLEMAN: "The use of spotlights within the city limits, etc."

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COMMISSIONER STANELAND: Yes, but I refer to headlights.

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CHIEF COLEMAN: I believe that is covered by a paragraph. We haven't taken that up further.

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PRESIDENT ENRIGHT: Commissioner Staneland, would you be good enough to serve on that Committee? If there is no objection, the report will be referred back to the Committee for further consideration, and the gentlemen whose names we have announced

will please serve with the Committee and report as early as possible.

Is there no other committee ready to report? While we are waiting for the Committee to report—there seems to be no other committee ready at just this moment—may we not have Chief Ross deliver his paper at this time?

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PRESIDENT ENRIGHT: The Chair is pleased to recognize Superintendent of Police Crowley, of Boston. (Applause.)

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MR. CROWLEY: Mr. President, as Chairman of the Resolutions Committee, I want to make a report for the Committee, that we will, during the day, appear in the room with resolutions as they have been passed upon by the Committee, and we ask the indulgence of the main body of the International Police Conference until such reports are made.

I have three resolutions to present that have been recommended by the Committee to be adopted, and as some discussion has taken place on these various resolutions I hope that the gentlemen who are interested will be here to discuss them.

The first one is:

WHEREAS, application has been received by the International Police Conference from the New York State Association of Chiefs of Police through its President, James L. Sheedy, and its Secretary, James L. Hyatt, requesting that the said Association be recognized as the State organization or unit of the International Police Conference in and for the State of New York, now, therefore, be it

RESOLVED, By the the International Police Conference that the said application and request be granted, and the Secretary be instructed to prepare and furnish a suitably engrossed form of charter covering that authority on the application and which may be used in like application in the future.

[A motion to adopt the resolution was seconded and carried unanimously.]

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COUNCILMAN S. C. MAY (Representing Chief Vollmer, of Berkeley, Cal.): I would like to ask if this is a precedent, because we in California would be extremely interested in having any proper connection with this organization. Is it the intention that the various states throughout the union may establish local chapters?

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PRESIDENT ENRIGHT: It is the intention that the state organizations should become chapters of this organization, state organizations of police chiefs only.

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COUNCILMAN MAY: I quite understand that.

**SUPERINTENDENT CROWLEY:** Resolution offered by Secretary Ernesto Merino, of Santiago, Chile:

**RESOLVED**, that all members of the International Police Conference coöperate through the Secretary of the International Police Conference in the interchange of a full description of their several police organizations and important ordinances adopted and enforced in their several jurisdictions dealing with the various branches of police work, and the administrative and regulatory dispositions of their several police organizations and the interchange of printed matter relating to police service.

[A motion to adopt the resolution was seconded and carried unanimously.]

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**SUPERINTENDENT CROWLEY:** Resolution by Honorable Cesar E. Etcheverry, Commissioner of Identification, Buenos Aires, Argentina, and Honorable Alfredo Horton Fernandez, Inspector General, Buenos Aires:

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**RESOLVED**, by the International Police Conference, that a committee of ten (10) fingerprint specialists be appointed to devise a new system of classification that will include all the merits of the various systems of fingerprinting now in use.

That such a system be published in the various languages of the various countries, as it is desirable that a uniform system embodying all the good points of the present known systems should be universally adopted and used by all national, state and municipal police organizations throughout the world.

That the proposed system be prepared and forwarded to the Secretary of the International Police Conference at least six months before the next conference convenes and that a copy thereof be furnished to each delegate for consideration, changes or amendments and submitted for final adoption by the next conference.

[A motion to adopt the resolution was seconded and carried unanimously.]

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**PRESIDENT ENRIGHT:** This is an exceedingly important Committee, and the Chair doesn't feel that he is prepared just at this moment to select the names of the men who ought to form such a Committee. Now I will ask you, Superintendent Crowley, if you won't have your Committee determine and submit here the names of the men whom you consider best qualified, and who are willing to serve on this Committee.

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**SUPERINTENDENT CROWLEY:** Yes.

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**PRESIDENT ENRIGHT:** Superintendent Crowley of Boston is ready to make another report from the Resolutions Committee.

**SUPERINTENDENT CROWLEY:**

**RESOLVED**, That the Executive Committee elected at this Conference be, and they are hereby authorized and empowered

to do all things necessary to make the expressed will of this Conference effective and to carry out the mandates of the Conference as expressed in the official stenographic record; and be it further

**RESOLVED,** That the Executive Committee be, and they are empowered to exercise all authority of the International Police Conference during the interim and until the next session of the International Police Conference.

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**PRESIDENT ENRIGHT:** Is there a second to that resolution?  
(The resolution was seconded.)

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**PRESIDENT ENRIGHT:** You have heard the resolution presented by Superintendent Crowley. Are there any remarks? Are you ready for the question? All in favor of the motion say "aye"; opposed "no." The motion prevails.

Superintendent Crowley is ready to report one more resolution.

#### **RESOLUTION ON NARCOTIC DRUGS**

(Superintendent Crowley read the following resolution):

**WHEREAS,** The narcotic problem now confronting the American people and the entire world is believed by this Conference to be largely a police question; that drug addiction is not only the result of crime, but also the cause of a great portion of criminal activity throughout the world; and

**WHEREAS,** Any assistance or relief in this situation coming from international agreement as to the limitations of the cultivated area of narcotic producing plants would take years to consummate; and

**WHEREAS,** Such production restrictions would only partially solve the problem and questions involved, while if the international agreements were consummated controlling the growth, manufacture, transportation and distribution of narcotics the diminished supply would tend to drive the price of such regulated product upwards to such an extent that the chemical sythetical manufacture of drugs identical with that of the derivatives of opium and coca erythroxy would be commercially possible; and

**WHEREAS,** It is conceded that immediate relief is necessary and as reducing the supply at its source, is after all but a theory of unproven possibilities so involved with diplomatic questions with results dubious of succesful termination, devoutly to be wished, but fraught with difficulties of execution;

**WHEREAS,** Heroin can be dispensed within the practice of medicine and non-habit forming drugs can replace the use of cocaine; and

**WHEREAS,** Criminal narcotic drug addicts migrate from place to place where there may be no record of their drug

addiction or criminal activities and where they are always a menace to the safety and welfare of the people;

BE IT THEREFORE RESOLVED, That no time be lost awaiting international deliberations as to narcotic drug production and regulation, but the great preponderance of narcotic users being of the criminal classes they should be placed in custodial care for an indefinite period for cure and after treatment, it being the police experience that control of the demand for narcotics will automatically stop the supply; and

BE IT FURTHER RESOLVED, That in order to increase police efficiency and to check up and keep track of the migration of the narcotic criminals from city to city and all over the world, that the international clearing house and repository of narcotic records and information at present located in the custody of the Narcotic Division of New York Police Department, and which has proved of such great success and reciprocal value, should be encouraged, sustained and supported by each member of this Conference by furnishing the bureau regularly with records, fingerprints and photographs and necessary data of all narcotic violators coming under their jurisdiction, so that the ends of justice be best served, not only for a definite locality, but as well for the entire world.

PRESIDENT ENRIGHT: Gentlemen, you have heard the report of the Chairman of the Committee on Resolutions with respect to Narcotics. Is there a second to this resolution?

(The resolution was seconded.)

PRESIDENT ENRIGHT: Are you ready for the question? All in favor of the motion say "aye;" opposed, "no." The motion prevails.

#### RESOLUTION ON TEMPORARY NATIONAL POLICE BUREAU AND INTER-COMMUNICATION

Superintendent Crowley read the following resolution:

BE IT RESOLVED, That the delegates assembled in this Conference be earnestly requested to give prompt attention to the conduct of interchange of information between our respective police departments and that all requests for information respecting criminals, their activities or identification of known criminals from members of the Conference shall receive prompt and special attention, and be it further

RESOLVED, That pending the arrangements for the establishment of a National Police Bureau by the Congress of the United States that the bureau established by this Conference functioning in the City of New York, be considered the official central bureau for the United States, until the establishment by law of a National Police Bureau by the Congress of the United States, and that prompt and complete information of the movements and identification of criminals, and such

other information that may tend to establish police efficiency throughout the world in the prevention of crime and apprehension of criminals be promptly furnished to the bureau maintained at Police Headquarters, New York City.

PRESIDENT ENRIGHT: Gentlemen, you have heard the reading of the resolution with respect to the National Police Bureau. Is there a second to that motion?

(The resolution was seconded and adopted.)

PRESIDENT ENRIGHT: Are there any remarks? Are you ready for the question? All those in favor will please say "aye;" opposed, "no." The motion prevails.

We will hear now the amendments to the Traffic Committee's report.

Chief Coleman read the amendments as follows:

Amendments to report of Traffic Committee:

Upon motion of Superintendent of Police Michael H. Crowley, of Boston, Mass., it was unanimously decided that paragraph 5, subdivision A (Enforcement and Penalties, Page 3 of Report), be amended to read as follows:

The punishment for driving an automobile while in an intoxicated condition or under the influence of a drug upon second conviction within a period of five years, be imprisonment for not less than two years.

Upon motion of Police Commissioner Walter E. Staneland, of Victoria, British Columbia, it was unanimously decided that the following be added to paragraph 2, subdivision C (Signal Equipment, page 4 of Report):

The use of glaring headlights to be prohibited.

The type of lens used to be determined by standard adopted by motor vehicle departments.

On motion of Sir Robert Peacock, Kt., M.V.O., Chief Constable, Manchester, the Traffic Committee unanimously decided to insert the following clause in paragraph 2, subdivision B (Signal Equipment, Visual, Page 4 of Report), relating to hand signals for drivers.

While these signals are in general use throughout the United States of America and have given entire satisfaction, the Committee realizes that in countries where cars with right hand drives are in use, this system of visual signalling will not meet with success.

PRESIDENT ENRIGHT: Gentlemen, you have heard the report of the Chairman of the Committee on Traffic. You previously heard the preliminary report. Now you have heard the amendment to it. Is that perfectly agreeable, Mr. Mitchell? Is there a second to the motion to accept the entire report with the consideration of the amendment?

(The motion was seconded.)



**PRESIDENT ENRIGHT:** It has been regularly moved and seconded that the preliminary report as amended be adopted. Are you ready for the question? All in favor of the motion say "aye;" opposed, "no." The motion prevails.

**PRESIDENT ENRIGHT:** We have a report here of the Committee on Credentials which hardly requires any attention, because it merely states what is a fact, that all those who are delegates here are duly accredited. If there is no objection, it will be put in the record.

(There was no objection, and the report follows):

#### REPORT OF COMMITTEE ON CREDENTIALS

It is respectfully recommended that the following applicants be admitted to the International Police Conference:

**ARGENTINA**—Alfredo Horton Fernandez, Inspector General, Chief of the Judicial Division of Police of the Capital, Buenos Aires.

**AUSTRIA**—Johann Schober, Police President, Vienna.

**BRAZIL**—Joao Marques Dos Reis, Chief of Police, Bahia.

**CANADA**—W. E. Gundy, Police Commissioner, Windsor, Ont.  
Daniel Thompson, Chief Constable, Windsor, Ont.

**CHILE**—Ernesto Merino, Secretary of Police Prefecture, Santiago.

**CHINA**—E. D. Wolfe, Captain Superintendent of Police, Hong Kong.  
Inspector General W. C. Chen, Hangchow, China.

**COLOMBIA**—Colonel Angel Maria Serrano, Sub-Director National Colombian Police, Bogota.

**ENGLAND**—Captain C. E. Gower, Chief Constable, Newport.  
J. H. Watson, C.B.E., Chief Constable, Bristol.  
Robert Peacock, Kt., M.V.O., Chief Constable, Manchester.  
Lt. Col. F. Brook, Chief Constable, Nottingham.

Major C. Valentine Godfrey, Chief Constable, Salford.

**FRANCE**—Louis Lacambre, Director, Police Judiciare, Prefecture de Police, Paris.

**GERMANY**—Hermann Emil Kuenzer, Reichkommissar, Reichsministerium des Inneren, Berlin.

Polizeimajor Seyffarth, Prussian Department of Interior, Berlin.

Dr. Wilhelm Mosle, Ministerial Direktor, Berlin.

Dr. Kleibomer, Police President, Breslau.

Dr. George Pott, Police President, Bremen.

Dr. Campe, Police President, Hamburg.

Dr. Heinrich Gareis, Police Director, Nurnberg.

**GUATEMALA**—Teofilo Lima M., Inspector General of Police.

**HUNGARY**—Kazmer Vay, Chief of Police Section, Councillor Ministry of Interior, Budapest.

George Puskus, Chief Councillor, Hungarian Royal State Police, Budapest.

Dr. Joseph Szalay, District Chief of Police, Szeged.

**ITALY** — Prof. Salvatore Ottolenghi, Director, Scientific Police School, Rome.

**JAPAN**—Shinzo Uno, Secretary of Police Dept., Home Office, Tokyo.

**JUGO-SLAVIA**—Vasa Lazarevich, Chief of the Police Dept., Ministry of Interior, Belgrade.

**MEXICO**—Col. Martin F. Barcenas, Inspector General, Federal District, Mexico City.

**NORWAY**—Anton Eriksen, Chief of Police, Bergen.

**PANAMA**—Leonidas Pretelt, First Commanding Chief National Police.

**PERSIA**—Abdollah Bahrami, Deputy Chief of Police, Teheran.  
Lt. Col. Abdollah Seif, Chief of Police, Kazven.

**POLAND**—Stefan Chelmicki, Chief Inspector, Polish State Police, Warsaw.

**SCOTLAND**—Roderick Ross, Chief Constable, Edinburgh.  
A. D. Smith, Chief Constable, Glasgow.

**VENEZUELA**—Captain Diogenes Morales, representing Police of Venezuela, Caracas, Venezuela.

MICHAEL LONG, Chairman.

Superintendent Crowley has another resolution to offer.

#### RESOLUTION ON FINGERPRINT SYSTEMS

**SUPERINTENDENT CROWLEY:** This is the amendment to the resolution that was presented by Inspector General Alfredo Horton Fernandez and Commissioner Cesar E. Etcheverry.

BE IT RESOLVED by the International Police Conference that a committee of ten (10) fingerprint specialists be appointed to devise a new system of classification that will include all the merits of the various systems of fingerprinting now in use.

That such a system be published, in the various languages of the various countries, as it is desirable that a uniform system embodying all the good points of the present known systems should be universally adopted and used by all National, State and Municipal Police Organizations throughout the world.

That the proposed system be prepared and forwarded to the Secretary of the International Police Conference at least six months before the next Conference convenes and that a copy thereof be furnished to each delegate for consideration, changes or amendments and submitted for final adoption by the next Conference.

That the committee provided for in this resolution be constituted as follows:

Captain John A. Golden, New York.  
Cesar E. Etcheverry, Buenos Aires.

Inspector Gustaf Gustavson, Boston.  
Supt. C. S. Collins, London.  
Supt. Emmet Evans, Chicago.  
Supt. Eugene La Flamme, Montreal.  
Dr. John Bingert, Budapest.  
Supt. August Sandberg, Washington, D. C.  
Prof. Salvatore Ottolenghi, Rome, Italy.  
Dr. Hans Schneickert, Berlin, Germany.

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**PRESIDENT ENRIGHT:** Gentlemen, you have heard the report of the Committee and the names of the special committee selected to submit a new universal system of fingerprinting, this being an amendment to the resolution.

[It was moved and seconded that the amendment be adopted.]

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**PRESIDENT ENRIGHT:** It has been regularly moved and seconded that the amendment be adopted. Any remarks? All in favor will please say "aye"; contrary "no." The motion prevails.

#### RESOLUTION ON ALIEN REGISTRATION

**SUPERINTENDENT CROWLEY:** I have another resolution:

**BE IT RESOLVED,** By the International Police Conference, that whereas universal experience has demonstrated that one of the most effective methods of proper identification and police control of aliens is their compulsory registration and fingerprinting of all aliens by police authorities of the place they may be sojourning, it is, therefore the sense of this Conference that proper legislation shall be provided by National, State and Custom Authorities to compel such registration and empower the police authorities to enforce the same.

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**PRESIDENT ENRIGHT:** Gentlemen, you have heard the reading of the resolution with respect to the registering of aliens. Do I hear a motion and second to adopt that resolution?

(The motion was made and seconded and unanimously carried.)

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**PRESIDENT ENRIGHT:** Superintendent Crowley has other resolutions to offer.

#### RESOLUTIONS ON NATIONAL POLICE BUREAUS

**SUPERINTENDENT CROWLEY:**

**WHEREAS,** It is a matter of common knowledge among Police Executives of experience, that National, State and Municipal boundaries, offer no limit to the activities of criminals.

That in most of the foreign countries there has been established and maintained a central bureau of criminal identification and crime statistics. The collection of such statistics is considered a matter of National importance, while in the United States, we find no similar agency to secure a uniform record, so necessary to all police agencies in the prevention of crime and the detection of criminals.

There seems to be no National Authority for collecting and filing records of known criminals or a proper description for their identification of the perpetrators of crime, where such records might be available to National, State and Municipal Police organizations in the several States of the United States and Foreign Countries.

There seems to be no authority on which is imposed the power to collect and preserve crime statistics to determine the cause and agencies toward crime. Now therefore

BE IT RESOLVED, That the International Police Conference recommend that the necessary measures be taken and adopted by the National Government of the United States of America and all other countries to establish an Independent Commission Bureau to function as a National Police Bureau, for the betterment of Police efficiency, collecting and disseminating criminal intelligence and police information.

That such a National Police Bureau have the authority (1) to receive, collect in the foreign countries and the United States, collate, study, compile, publish and make available and disseminate without charge to interested and appropriate police authorities, both National, State and Municipal, police information, criminal intelligence, criminal identifications, crime statistics, and information respecting crimes of local, interstate, national, or international concern; (2) to investigate, conduct studies, makes recommendations upon the standardization of police methods and procedure throughout the country; (3) to investigate, conduct studies and make recommendations upon the standardization, so far as may be practicable, throughout the United States, of Street and Highway Traffic Laws, Rules and Regulations, and Signs and Signals, and guides pertaining thereto; and (4) to conduct surveys and studies for the purpose of determining so far as may be possible, and reporting upon the conditions and causes which influence or tend to promote the commission of crimes.

That such National or Central Police Bureau be authorized to cooperate with the International Police Conference and the authorized police authorities of foreign countries, National, State and Municipal, in the interchange of intelligence, relating to the movements of known criminals, their identification and the whereabouts of persons wanted for serious crimes.

(Upon motion regularly made and seconded, it was voted that the resolution be adopted.)

## RESOLUTION ON NARCOTIC DRUGS

WHEREAS, One of the basic reasons why narcotic drug addictions has attained so great a growth is due to an almost universal misconception that the great number of narcotic drug users owe their addiction to medical treatment; and

WHEREAS, The experience of eminent and capable police officials has convinced us that less than two per cent of those arrested in the City of New York for narcotic addiction owed their addiction to medical treatment, or causes attributed to various bodily ills, and that ninety-eight per cent of drug addiction is traceable to bad environment, vicious influences of criminal associations; and

WHEREAS, This scourge has spread throughout the world similar to a pestilential disease, and that most drug addiction is not only the result of crime, but also the cause of a great deal of criminal activity, and

WHEREAS, Where drug addiction is flourishing, vice, unbridled licentiousness and depravity is present; and

WHEREAS, These criminal drug addicts migrate from place to place, to where there may be no record of their drug addiction or criminal activity, and where they are a menace to the safety and welfare of the people of every community, and now, therefore, be it

RESOLVED, That criminal narcotic drug addiction be regarded as a police problem, that proper and effective legislation, both national and state, be enacted, reinforced by city ordinances similar to the law now in force as a part of the Sanitary Code of the City of New York, to deal with this world-wide scourge; and be it further

RESOLVED, That a copy of this resolution be furnished to all legislative authorities.

(Upon motion regularly made and seconded, it was voted that the resolution be adopted.)

PRESIDENT ENRIGHT: Superintendent Crowley will read other resolutions that have been submitted.

## RESOLUTION ON EXTRADITION

WHEREAS, Experience has shown that the present laws in almost every nation and independent state relating to the extradition of persons charged with serious crimes and who are fugitives from other nations or states lacks that degree of uniformity that will permit of effective reciprocity between governments that would facilitate the rounding up and extradition of known criminals;

WHEREAS, It is a matter of common knowledge among experienced executives that national, state or municipal boundaries offer no barriers to the activity of a habitual or professional criminal and the present inadequate extradition

laws actually operate to extend a sanctuary to fugitive criminals escaping from the scene of their present activities;

**BE IT RESOLVED**, That all members and departments affiliated with the International Police Conference use every endeavor to promote the adoption of necessary uniform legislation relating to the extradition of criminals to facilitate reciprocal exchange of fugitives from justice escaping into the several states, and that this Conference earnestly urge upon all legislative authorities the imminent necessity of such legislation.

(It was unanimously voted, upon motion regularly made and seconded, that this resolution be adopted.)

#### RESOLUTION ON POLICE ATTACHES

**WHEREAS**, Experience has demonstrated the necessity of having a qualified police representative at the great capitals and important cities throughout the world, preferably where prompt communication may be had with governmental authorities to the end that required information regarding intelligence of the activities of known criminals may be available as and when necessary, therefore

**BE IT RESOLVED**, That the International Police Conference and its authorized officers and representatives make effective representation to their respective governments showing the necessity of providing police liaison as police attaches at foreign embassies and consular offices."  
(The resolution was adopted.)

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**MAJOR ALCANTARA**: It will be impossible for a small country to have representatives, because this will cost lots of money, and I for one am opposed to having it in every country.

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**PRESIDENT ENRIGHT**: It is only a recommendation and it is only to be applied so far as any country thinks it ought to be. For instance, I should think that even we in this country, if we attempted to do anything of that kind, would send out not more than three or four to begin with, because we wouldn't be able to finance it. So it is the idea of having it established as a principle and letting it grow as it will.

#### RESOLUTION ON FIREARMS

**WHEREAS**, the indiscriminate manufacture, distribution, sale and importation of firearms capable of being concealed on a person, is, we verily believe, the greatest potential cause of crimes of murder and other crimes of violence and an increasing menace to the safety of the citizen, and

**WHEREAS**, The present state of the law regulating the manufacture, distribution and traffic in deadly weapons is

such that it is very difficult and sometimes impossible to prevent persons who are criminally inclined, criminals, and persons who are temperamentally both dangerous to themselves and others from procuring such arms, therefore

BE IT RESOLVED, That this International Police Conference earnestly and urgently recommends to all governments that effective national, state and municipal legislation be adopted prohibiting and regulating the manufacture, sale, and transportation of firearms capable of being concealed on the person within the boundaries of their several cities or countries and that this Conference and each department member thereof earnestly urge and promote the enactment of such legislation by all legislative authorities throughout the world. (The resolution was adopted.)

#### RESOLUTION ON INDIVIDUAL CREDENTIALS

WHEREAS, The advantage necessarily accruing to every inhabitant of a country from the possession of a document which will enable him to prove his identity at any given moment in a conclusive and simple manner, cannot be doubted, since this document will contain the most necessary elements of physical identification such as photographs, fingerprints, and civil status, together with personal characteristics, and

WHEREAS, This document, although it establishes something permanent such as personal identity, cannot at the same time vouch for conduct, which is something transitory, and

WHEREAS, Accordingly this certificate of identity must be given to any person requesting it without distinction of sex, nationality, age or past record, providing he can establish his civil status, and

WHEREAS, It is also useful to provide with temporary certificates of good conduct those who request them and who are in a position to use them for their legal or personal convenience, and

WHEREAS, It is unnecessary to wait until laws are passed enforcing the acquiring of such documents because, as this is a matter of general welfare, the population itself will learn to realize the benefit of possessing such documents as soon as the police authorities facilitate their acquisition;

IT IS HEREBY RESOLVED to urge upon all police forces affiliated with this International Police Conference to grant certificates of identity, conduct and other similar documents to every one applying for them and being fit and proper persons to receive them. It is also resolved that certificates of conduct be granted to those who have a good record, and even to persons whose subsequent conduct and present behaviour, although they have been in the past guilty of transgressions or crimes, testify to a moral reform, the result being that these certificates of conduct will be denied only

to the professional criminal and to such as are a menace to society on account of their anti-social tendencies.

IT IS FURTHER RESOLVED, That every police force affiliated with this Conference should recognize in its own country the documents issued by any other affiliated police force, within the limits of its legal and administrative powers, and that for the better centralization of the proofs of identity and conduct, it is advisable to arrange that in every country there be established a central bureau of identification, functioning at the principal police center of that country, or wherever circumstances permit. This will prepare the way for the compilation of international police archives.

(Upon motion, regularly made and seconded, this resolution was adopted.)

### RESOLUTION ON POLICE ACADEMY AND TRAINING SCHOOLS

WHEREAS, This Conference has observed with interest the recent establishment by the Hon. Richard E. Enright, Police Commissioner of the City of New York, of a police academy and preparation and publication of a syllabus for the benefit of police inspectors in the various schools of the academy covering all phases of modern training in police; and

WHEREAS, Commissioner Enright has undertaken to extend to members or member departments of this Conference the facilities offered by the Police Academy of the City of New York for the training of representatives of police departments, members of the International Police Conference; and

WHEREAS, The plan and scope of police training to be offered by the Police Academy includes our conception of efficiency in this important branch of the public services and we therefore recommend that all departments, members of the International Police Conference, avail themselves of this opportunity to have at least one representative attend a complete course in the New York Police Academy, and further recommend that members in foreign countries will avail themselves of like service at institutions in these particular places. (The resolution was adopted.)

### RESOLUTION ON DUES

RESOLVED, That, commencing January 1, 1926, the annual dues for membership in the International Police Conference shall be as follows:

For municipalities having a population of less than 100,000 inhabitants, \$25.00 per annum.

For municipalities having a population of 100,000 to 500,000 inhabitants, \$50.00 per annum.

For municipalities having a population of over 500,000 inhabitants, \$100.00 per annum.

(This resolution was referred to the Executive Committee.)



## RESOLUTION ON KILLING OF POLICE OFFICERS WHILE ENGAGED IN PERFORMANCE OF DUTY

WHEREAS, The prevailing interpretation of our Penal Laws and the rules of evidence for the punishment of the crime of murder makes uncertain the prosecution and conviction of a person guilty of killing a policeman or other peace officer, while such officer may be engaged in the discharge of his duty, in the enforcement of law and order and the protection of life and property, by reason of the requirement of proof of premeditation on the part of the defendant in such cases, therefore be it

RESOLVED, By this Police Conference that we direct the attention of our National Congress and the legislatures of the various states to the imperative necessity of a Penal Statute declaring that the killing of a policeman or other peace officer while engaged in the performance of his duty by any person shall be murder in the first degree, and that upon the trial of any such case, it shall not be necessary to prove premeditation or deliberation. (Applause.)

(Upon motion regularly made and seconded, the resolution was adopted.)

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PRESIDENT ENRIGHT: I regret very much to announce that we have just received a report that Chief of Police George E. Kerr, of Melrose, Mass., was found dead in a chair at the Prince George Hotel, 28th Street between Madison and Fifth Avenue, Room 732, and his body is at the hotel.

I would like to ask Chief Kiely and Superintendent Belanger if they will not prepare whatever resolution may be necessary in connection with this unfortunate event.

## RESOLUTION ON DISTANT IDENTIFICATION SYSTEM AND REGISTER

WHEREAS, At the 1922 and 1923 International Police Conferences held in the City of New York, the Distant Identification System and Register purposed by Director Hakon Jorgensen of the Copenhagen Department of Police was made the subject of thorough investigation by competent experts in that science, and

WHEREAS, The said system of Distant Identification was adopted as a standard distant identification system of police procedure for coöperation between the Police Departments, members of the International Police Conference, and authorized the President of the Convention, Hon. Richard E. Enright, Police Commissioner of New York, and Colonel Douglas I. McKay, to coöperate with Director Hakon Jorgensen to prepare and adopt a Distant Identification Register of all known International criminals.

Such register to be compiled and completed as soon as practicable, to be furnished to all Police Departments, Bureaus of Identification and Police Schools in order that the system could be in practical operation before this convention of the International Police Conference, and

WHEREAS, The register compiled by the International Distant Identification Bureau under the direction of the Government of Denmark is a sufficient register for present purposes and complies in every respect with the aims and resolutions of the International Police Conference, wherein and before resolved to, and

BE IT RESOLVED, That the Distant Identification Register as published under the direction of the Copenhagen Police Department be adopted for the present as a sufficient register of International criminals to be used in coöperation between the members of the International Police Conference; that for the present the Central of International Registration be continued at Copenhagen, Denmark, under the supervision of the Government of Denmark, and

THAT the members of the International Police Conference subscribe to the said register both as to copies thereof, and in sending copies of fingerprints of International criminals to the Secretary of the International Police Conference for the purpose of compiling a complete register of International criminals under the auspices of this Conference.

CRIMINAL IDENTIFICATION COMMITTEE,  
JOHN A. GOLDEN, N. Y. C., Chairman,  
MICHAEL H. CROWLEY, Boston, Mass.,  
F. LOUWAGE, Brussels, Belgium,  
P. BELANGER, Montreal, Canada,  
DR. JOHN BINGERT, Budapest, Hungary.

(Upon motion, regularly made and seconded, it was voted to adopt the resolution.)

#### RESOLUTION ON DEATH OF CHIEF KERR

It is with deep regret that the members of the International Police Conference, here assembled, have learned of the death of the Hon. George E. Kerr, Chief of Police of Melrose, Mass., a member of this Association. He was found dead in a chair this afternoon at the Prince George Hotel, 28th Street, between Madison and Fifth Avenues.

RESOLVED, That letters of condolence be sent by this Conference to the following: The members of the bereaved family, and the Mayor and governing body of Melrose, Mass.

(Signed) P. F. KIELY, Chief of Police,  
Plainfield, New Jersey.  
P. BELANGER, Superintendent of Police,  
Montreal, Canada.

**PRESIDENT ENRIGHT:** You have heard the resolution; what is your wish with regard to it?

(It was unanimously voted upon motion regularly made and seconded, that this resolution be adopted.)

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**PRESIDENT ENRIGHT:** Honorable Octavio C. Casanave, the delegate to this Conference from the City of Lima, is here with his wife, and we regret to announce that they have just been informed of the death of the mother of Mrs. Casanave, and I would like to appoint a committee, composed of the following, to prepare suitable resolution conveying our sympathy:

Chiefs Etcheverry, Ottolenghi, Schober, Uno, Ross and Rutledge.

(Resolution prepared and presented.)

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**PRESIDENT ENRIGHT:** Superintendent Crowley has additional reports.

### RESOLUTION ON PRESIDENT ENRIGHT

**SUPERINTENDENT CROWLEY:** We, the Executive Committee of the 1925 International Police Conference, feel that we would be remiss in our duty, if we were to fail to put into permanent form and give fitting expression to the unanimous sentiments of the delegates to this splendid annual session and pay in full measure our tribute of admiration and respect to one whom we hold in the highest esteem.

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On behalf of all of those who have enjoyed the unending hospitality, genial coöperation and unfailing good-fellowship of that Prince of Goodfellows, Commissioner Richard E. Enright, executive head of one of the greatest police departments in the world, we, the members of the Executive Committee, do resolve as follows:

That, on behalf of the delegates to the 1925 International Police Conference, we express our heartfelt appreciation of the wonderful entertainment which has been provided for us, of the splendid program arrangements and of the constructive and instructive work which has been accomplished during this meeting.

That, we, all of us, feel that we are under a deep debt of gratitude in having been permitted to join in this wonderful session and that we shall return to our homes imbued with new enthusiasm and a greater desire to render better and more constructive service in the cause of law enforcement and maintenance, to which we have dedicated our lives and our endeavors.

That, for the inspiration which we carry away from this session, we owe a distinct debt of gratitude to Commissioner Richard E. Enright, and by the unanimous passage of these resolutions, we present in enduring form the written record of our gratitude and admiration for him.

That he may be spared for many years to conduct, in full health, the great work which he is directing and that in the passing of time he may be permitted to lead the way for all of us toward the goal of law and order maintenance in its highest degree is our sincere and heartfelt wish.

Unanimously adopted, this 15th day of May, at New York City, in the year One Thousand Nine Hundred and Twenty-five.

EXECUTIVE COMMITTEE,  
INTERNATIONAL POLICE CONFERENCE.

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You have heard the report of the Resolutions Committee in regard to the deep gratitude that we feel for Commissioner Enright, and that it is the sense of the Resolutions Committee that the same be put in writing. Is there any discussion in regard to this?

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MR. HUNT (Binghamton): I move its adoption.

(The motion was seconded and unanimously carried.)

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PRESIDENT ENRIGHT: Some time before we close, I will be pleased to respond to this very generous resolution.

#### RESOLUTIONS OF APPRECIATION AND THANKS

BE IT RESOLVED by this International Police Conference, that we extend a vote of thanks to the Scientific American and its Editorial Staff for its contribution in enhancing the proceedings of this Convention, and especially to Mr. H. W. Slauson and Mr. Bernard Walker for their effort in this behalf.

(The resolution was adopted.)

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BE IT RESOLVED, That this International Police Conference extend to the Cunard Steamship Line a vote of thanks for the many courtesies to the members of the International Police Conference, and

BE IT FURTHER RESOLVED, That we give a vote of thanks to the Lincoln Motor Car Company of the Ford Motor Company for the exceptionally generous contribution it has made to the comfort and convenience of the foreign delegates and members of this organization through the provision of a fleet of its splendid motor cars.

(The resolution was adopted.)

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AND BE IT FURTHER RESOLVED, That this Conference express its deep appreciation for Mr. Uno's special thoughtfulness and interest in the Conference by bringing under the

auspices of his Government and exhibiting motion pictures depicting scenes relating to the earthquake in Japan.  
(It was voted that the resolution be adopted.)

BE IT FURTHER RESOLVED, By the International Police Conference in Convention assembled, and each of us in our own behalf extend our thanks to Honorable James J. Davis, Secretary of Labor of the United States, for his valuable and interesting address to this Convention on that phase of his experience in the high office of Secretary of Labor of the United States which concerns police work.  
(The resolution was adopted.)

WHEREAS, The American Telephone and Telegraph Company has placed before the Conference transmission demonstrations of the Telephotograph as an aid to the police,

BE IT RESOLVED, That the thanks of the Conference be extended and conveyed to the American Telephone and Telegraph Company for their splendid co-operation.

AND BE IT FURTHER RESOLVED, That the topic be referred to the Executive Committee for consideration and action.

(The resolution was adopted.)

RESOLVED, That this International Police Conference show our appreciation of the valuable exhibits at this Conference by members of the police departments who have at considerable expense, great care and labor, prepared their exhibits for our benefit.

(The resolution was adopted.)

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RESOLVED, By the International Police Conference, that we extend a vote of thanks to Surgeon General H. S. Cumming, United States Public Health Service, and Dr. Clark, Canada, for their illuminating and valuable contributions to the narcotic program of this Conference.

(The resolution was adopted.)

AND BE IT FURTHER RESOLVED, That this International Police Conference and each delegate for himself on behalf of the department or police organization he represents extend a vote of thanks and appreciation for the entertainment provided for and the courtesies extended to us on the occasion of this conference by the Chamber of Commerce of the State of New York, Fifth Avenue Association of the City of New York, Merchants' Association of the City of New York, the Police Department of the City of New York, the Department of Plants and Structures operating WNYC, the Municipal Broadcasting Station of the City of New York, and all their officers, representatives and members, who have so kindly aided in the entertainment of the delegates to the International Police Conference and the courtesies shown by their special organizations on this occasion to both the Conference and its delegates.

(Upon motion regularly made and seconded, this resolution was adopted.)

PRESIDENT ENRIGHT: Major Alcantara desires to say something to the Conference.

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MAJOR ALCANTARA: Gentlemen, I want to ask you please to give three cheers for the International President, Commissioner Enright.

(Three cheers for Commissioner Enright.)

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PRESIDENT ENRIGHT: The Merchants' Association is our host at luncheon, so we will adjourn.

(The meeting adjourned at twelve-fifteen.)

## ADJOURNMENT

## LUNCHEON SESSION — FRIDAY, MAY 15, 1925

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Tendered by the Merchants' Association of the City of New York, Mr. Lucius R. Eastman, President of the Association, presiding. Grand Ballroom, the Waldorf-Astoria.

(Playing of "The Star Spangled Banner. Toast to the President of the United States.)

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**CHAIRMAN EASTMAN:** Ladies and Gentlemen: The Merchants' Association of New York, which includes in its membership some seven or eight thousand of the merchants of New York City and Greater New York, is glad of this opportunity to act as hosts to the assembled delegates of the International Police Conference. The maintenance of law and order is an essential prerequisite to the successful business community. The Merchants' Association of New York believe in their police force. They are proud today and have been for a long time proud of the fact that the New York men in the New York police force have had in this Conference and in former Conferences such a large part, and that in that way New York has been able to render some service in solving some of our International problems. It is in such Conferences as these that we are making progress toward real international peace and confidence in each other, and representing the Merchants' Association, we take a great deal of pride and pleasure that some of our own fellow citizens in our own New York police force are doing what they can to further these objectives. (Applause.)

With that one word, and once more expressing our pleasure at the opportunity of being host, I am turning over the gavel to our good friend and noble citizen, Commissioner Enright, who will take charge from now on.

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**PRESIDENT ENRIGHT:** President Eastman, members of the Merchants' Association, Honored Guests, Members of the Police Conference: We are very much indebted to the Merchants' Association, Mr. Eastman, for the many services that it has extended to the Police Department of this city down through all the years. At the beginning of a reasonable form of traffic regulations in this city, it was the Merchants' Association that came forward and stood strongly behind that very splendid Police Commissioner of our city at that time, William McAdoo, and assisted us in organizing and getting adequate laws and regulations for the regulation of traffic in this city.

The Merchants' Association, in season and out of season, has stood behind this department in all of its reasonable requirements; whether it be for more men, more money for salaries,

or other purposes of the department, we have always had the friendly and sympathetic support of the Merchants' Association. Sometimes we have pending before the legislature of the State or before the municipal assembly bills or measures helpful to the department, and every time that we have appealed to the Merchants' Association to come to our support they have done so. The Merchants' Association of this city on numerous occasions, within the past seven years that I have had the honor to direct the fortunes of the Police Department of this city, have stood behind us in getting additional men for our notoriously undermanned Police Department. They are standing behind us now in asking for additional men for the regulation of traffic, for the detective service and the regular service of the department, and we have every reason to be thankful to them for what they have done for us.

At the very inception of the International Police Conference being held in this city, the Merchants' Association voluntarily came forward and asked if there was not something that they, the merchants of this great city, might do for the entertainment of our guests who came from at home and abroad. It was proposed that there be a luncheon given on one of the days of our Conference (and on each day that we have met here during the four days of this Congress we have been entertained by someone). The Merchants' Association have entertained us, and royally entertained us, today, and so we are exceedingly grateful to you and your colleagues, Mr. Eastman, for this service, and we feel the strong hand and the strong arm of your organization behind us in all that we are trying to do for this city.

After all, who makes up a better part of our citizenship than the Merchants' Association of this city? The merchants of our city occupy an exceedingly proud place in the business world. Nowhere on earth are there men who are more outstanding, more progressive, more fair and more considerate in their dealing with one another and with the whole public than the merchants of New York City. We are proud of the merchants of New York City, and every man in this department is willing, if necessary, to lay down his life in defense of law and order and defense of property and business in the City of New York. (Applause.)

We have had a very happy time, Mr. President, with this Conference. It is by far the largest International Conference that has ever been assembled. It is double the size of our Conference of last year, now there are more than forty countries assembled here with a singleness of purpose, the idea of trying to find a way that we may better serve and more efficiently organize and direct in our respective services everywhere the world over. (Applause.)

We, the police around the world, are learning to become good neighbors and good friends, and in this respect our relations have entirely changed. We are real comrades now, real brothers and real friends, and we are conducting our business now on a more friendly and sympathetic basis. There is none of the cold formalism of other days, there is none of the neglect or I don't care



idea of other days. Now today, due to the fine spirit of coöperation and coördination that exists between police departments all over the world, we are able to transact our business to much better advantage, we are able to help one another better than ever before and through this Conference we hope to find the way to render very much better service in the future and do our utmost to keep down the tide of criminality which from time to time sweeps around the world.

One of our great continental neighbors is the South American continent and many more of the people of the United States should spend their vacation in South America than are spending them there now, they should see more of North Americans in South America than they have seen in the past, and I hope they will see many more of us as time goes on, because they are friendly and they are delighted to receive us, and they are the most hospitable people in the world.

The great friendly Republic of the Argentine is represented here by two of its most distinguished police officers, and I am going to ask one of them to say a few words to you this afternoon. The Buenos Aires Police Department is one of the finest police departments in the world. It is very efficient, splendidly progressive, and it is indeed a great police organization. I take great pleasure therefore, in introducing to you for a few words, our distinguished colleague and comrade, Inspector General Alfredo Horton Fernandez, of the Police Department of Buenos Aires. (Applause.)

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INSPECTOR GENERAL ALFREDO HORTON FERNANDEZ: Mr. President and Gentlemen: It is a source of great regret to me that I cannot speak to you in your native language, for all that I have mastered is the Spanish tongue.

I appreciate very much the great honor that has been accorded to me by the Merchants Association. I also appreciate the words of praise from Commissioner Enright in regard to the great police department of my country.

I feel that this Conference has been very successful in uniting the men of so many different countries and customs and so different to each other. I believe that a better understanding has been brought about between the different peoples united in this Conference, and for my part I think it has a greater significance than a diplomatic conference.

I want particularly to pay my compliments to Commissioner Enright, whose great mentality I admire more each day. (Applause.) The delegates representing the Police Department of Buenos Aires have no doubt whatsoever that this Conference will result in great benefits. The interesting subjects that have been discussed in this Conference give us the assurance that within a very short time we will standardize the procedure in all the police departments of the world.

I had permission to speak for three minutes, and I think that I have passed that time, and therefore I ask you all to rise and drink a toast to the President of the United States, Mr. Coolidge, as the representative of this great country, to the prosperity of all the countries represented, and our personal felicitations to all the presidents. (Applause.)

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PRESIDENT ENRIGHT: We are going to have the pleasure of a few words now from the representative of that great European police department, the Police Department of Paris. This is the first time that the Paris Police Department has been represented in our International Police Conference, but they have been entirely in sympathy with us all of the time, and it was only because of certain conditions that existed during the other years that they were unable to send a delegate to this Conference.

We have been closely affiliated in many ways with the Paris Police Department. It was from Paris that we first gained our ideas of criminal identification. It was the great Bertillon who first invented the system of criminal identification which has been amplified and extended around the world.

I take great pleasure in introducing to you Mr. Lacambre, from the Paris Police Department. (Applause.)

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MR. LOUIS LACAMBRE: Gentlemen, it is only a few minutes ago, during our excellent lunch, that your eminent President invited me to speak a few words. He did it so gracefully that I had but to comply with his request. But he asked the wrong person, because I am not, as he is, a public speaker accustomed to hold for hours people at meetings under the charm of his words. Therefore, I shall not make a speech but only talk to you just like fellow-guests do together, except that I shall speak louder.

First of all, I acknowledge that on arriving here a little while ago, I did not know whose guests we were. In fact, contrary to my habits, I did not come up this morning to attend the session, because I was preparing with the aid of Sergeant Nicolay, who assists me as interpreter, some notes containing a few ideas which were suggested to me in the course of our previous sessions and which I propose to leave with our President.

But as soon as I sat down at this table, I asked my kind neighbor, Mr. Louwage, of Brussels, and it is through him first that I happened to know we were the guests of the Merchants' Association of New York City. But anyhow, I should have found it out a few minutes later, because I have the pleasure of having seated on my right another charming neighbor, Mr. Lincoln Cromwell, who knows Paris well and with whom I have been able to converse in French. In spite of his hesitation, he made himself understood very well indeed.

So, Gentlemen, we are the guests of the great Merchants' Association of New York City. I do not know whether you

understand sufficiently well what such a title signifies to us Europeans. First of all, it evokes an idea of wealth but it also brings forth an idea of continuous and beneficial labour. I am aware that many of its members already know France. I may tell them France is ever ready to welcome them and that Paris is as beautiful as ever and that both Paris and France cordially wish to greet them again as heartily as before.

And if I could be of any use to them, when they come to Paris, they must not hesitate to come and knock at my door. I shall do all I possibly can to satisfy and help them.

Before closing, allow me to convey to you, Mr. President of the Merchants' Association, my personal thanks for your charming hospitality.

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PRESIDENT ENRIGHT: Earlier in the course of this Conference we had ample evidence of the ability of our friend in many ways. Now we have some evidence, too, that he has been concealing the fact from us that he is a good speaker, and I am glad I called on him.

We have a good friend here who comes from a very great distance, the first time his wonderful country has ever been represented in the International Police Conference, and we are glad to greet him and to hear all that he has had to report, and he has had much to say that was important. He seems to be a man that would measure entirely up to his job. We hold some little sway over a department or a metropolitan district that may extend beyond the border of a city. Some hold sway over a state, if you please, but here is the only man that I know of that is monarch of all he surveys, because he is the boss of all of the cops in all of Australia. I know you will be very glad to hear a word from good Jim Mitchell.

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INSPECTOR GENERAL JAMES MITCHELL: I do assure you, Mr. Chairman and Ladies and Gentlemen, that while I can speak straight from the shoulder to my own officers and men, I feel entirely out of my element in addressing an audience such as this, but your kindness of heart, the kindness of heart of your President, makes it quite impossible for any one to do otherwise than he desires. Therefore, I in duty bound will say a few words to you.

Australia is, of course, a long way off. Just how far it is I can't exactly tell you, but one of your senators told a story to me the other night—and let me tell you that your senators can tell some stories—and it was something to this effect:

A boy came home and told his father that he had got a thrashing at school. His father said to him, "What did you get a thrashing for?"

"Well," he said, "I gave the teacher an answer that you gave me."

"What was that?"

"The teacher asked me how much money a million dollars was."

"Yes. What did you say?"

"I told him what you told me."

"What was that?"

"That it was a hell of a lot of money, and the teacher said that wasn't the right answer." (Laughter.)

Now, you see, I am not going to tell you how many thousands of miles separate us from New York, but sunny New South Wales, of which I am the Chief of Police, is a long, long distance away.

We have many difficulties much in keeping with your own. We have a vast territory, sparsely populated, except on the sea-board; ample opportunity for young men to make their way in the world if they will only refrain from thinking that they can start where their parents left off.

I have seen the pioneer in the back country punching out a living and gradually acquiring a competence, under harsh conditions. When you do that as I have done, you come to regard with affection the old folks when you see them afterwards with sufficient to live on in peace and comfort during their declining years.

I always have sympathy for the women folks who go out as pioneers. It is true that the men go out in the heat and the dust and have a hard time of it in the back country, but the harder lot is that of the women folks who stay at home and see to the children in these out-of-the-way places. I think they are magnificent women. (Applause.)

In some of these places no education is available locally for the children, but our Department of Education has a correspondence system by which education may be brought to them, and wonderful results have been obtained thereby.

We have, of course, a good conceit of ourselves. That attribute is usually laid to the door of Scotchmen, and if Chief Smith, of the City of Glasgow Police is within hearing, and Chief Ross of the City of Edinburgh, they will understand what I mean. But the Australian is not a whit backward in making the most of what he holds.

The story is that in a town about 400 miles from Sydney in the back country a few years ago consisted of only a general store, a blacksmith's shop and a police station. It is way out on the plains where you can stand and look in every direction and see nothing but the dipping horizon. When the sun goes to rest and is setting, across those western plains, the sight is truly magnificent.

A traveler happened along at a little wayside hotel, and, speaking to a man who was supporting the veranda post at the

door of the hotel, the traveler, observing the sun cut in half as it descended the horizon, a glow of blood red and a magnificent spectacle, lighting up the heavens, said, "What a magnificent sight!" It almost took his breath away, it was so grand and truly great. His nibs, holding up the post, said, "Yes, not bad for a little place like this." (Laughter.) So that we take credit, like yourselves, for everything that nature has been good enough to hand to us.

But we had a lot of solid matter up in the Conference room, and I am quite sure you don't want anything of that sort out of place down here. Now, it just crossed my mind—inspiration you will say it was—as I was seated alongside General O'Duffy—and I am going to pass it on to you for what it is worth: Scotchmen don't agree that St. Patrick was an Irishman. They say he was a Scotchman who went over to Ireland after he had civilized the Scotch. You ask Chief Smith, of the City of Glasgow, or Chief Ross, of the City of Edinburgh, and they will tell you that what I am saying they think is true. But, however that may be, General O'Duffy must admit that if Ireland produced St. Patrick, who was able to do a great deed (I know something about snakes, and I know how hard it is to drive one out of a house, but St. Patrick drove the snakes out of Ireland)—this is my proposition, and I am sure you will agree with it, that General O'Duffy, when he goes back, put this up to his people, that if Ireland did that, it can do nearly as good again and produce a man who will drive all the thieves all around France, China, Australia, New York and elsewhere into the Hudson. (Applause.)

I want to take just another moment to comment on something that I find to be true of your press as well as ours. They are always ready to give considerable space to the wrong side of one constable who has done something he ought not to have done, but unfortunately they are not ready to give equal space to constructive work being done by the police, and indeed I note that very little is said in the press about this great constructive Conference.

We must always bear in mind that if one man fails in his duty, the whole force suffers thereby. The best of our training methods, the best of everything we can devise to raise the standard of our men will all be brought to naught by the act of an indiscreet constable. That is only human, and that will remain for all time, but we want to make sure that we are on the right track and persist with our training methods and showing by example how men should comport themselves and how men should perform their duties.

Your New York patrolmen and your American men generally have impressed me tremendously. I like them. They are fine, manly fellows. They look the part, and they carry out their job in a courteous, business-like manner. Now, that has not been done by simply putting a coat upon a constable's back and calling him a constable or a patrolman. It is the result of years of thought and work.

Another thing that appeals to me tremendously is the splendid spirit that appears to exist here, the fine feeling between the police service of New York and your local bodies. Just imagine, men, what a magnificent compliment your Chamber of Commerce paid to you when it asked you to come along in the name of the big City of New York and make free with their hall, that historical place. I was amazed to look around at these oil paintings of men of New York of a past age. They treated us to a fine luncheon and were proud, as their President said, for you and me to be their guests.

Today you have another great phase of the city's life in the Merchants' Association of New York, extending its hospitality. Mr. Eastman, in their name, asks us to come along, says, "We want to see you for a few minutes. Make yourself at home. We want to speak to you."

What a magnificent demonstration that is of the feeling that exists between the New York police and the civic authorities. When that condition exists, what does it matter about a press which will magnify errors simply because it makes nice reading? I have read such things myself—nicely dished out; it made chatty reading, but it is necessary that we should put such things in their proper place and see them in their right perspective.

I must endorse what our Parisian friend and those who went before said about the hospitality of the Merchants' Association.

There is one other thing that I want to say which has been on my mind all through this Conference. As I have gone about among men whom I never saw in my life before and under conditions which I never saw before, I have thought. What type of man have you at your head? What kind of a man is it that makes all of these things possible? I dive into your Identification Bureau, into your precinct houses, into your photographic rooms, meet your patrolmen, meet your plainclothes men, meet the head of your detective bureau—there is nothing hidden. Your press can come along and see it all. Not only that, but your chief says, "Come along and we will stand by it." He is right. You surely can stand by it.

And then they say his name is Enright. I am told that in years gone by that was called Allright. If it was called Allright, then it was a most happy combination, for you have a strong man, a great personality, at your head. I am delighted to have had the chance of coming into personal contact with him. I thank you, Mr. President, for the opportunity of saying these few words. (Applause.)

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PRESIDENT ENRIGHT: We are very grateful to Inspector General Mitchell for his very fine talk and for the charm of his company at this Conference. He has been very handsome in his bearing here, and he has done us a whole lot of good in many ways.

We do know something about where Australia is, General Mitchell. Mark Twain, one of our famous humorists, a few years

ago, in one of his books—I have forgotten just which one it was—tells just where it is. He had made a tour of the world and somebody asked him where Australia was. He said, "You go on for about a week until you get to Vancouver. Then you get on board a ship and you sail for about a week until you get to Honolulu. Then you sail for about two weeks more and Australia is the first turn to the left." (Laughter.)

We are very much honored indeed by the presence here of a very distinguished police officer from a country that is in some respects very old, and yet in other respects one of the newest of Republics. He is here representing the capital city of the great State of Jugo-Slavia, for the first time represented at the Conference. We have been very much entertained and enlightened by what we have heard from our good friend of conditions over there and his ideas on police work, for they are sound and practical in every way.

I take great pleasure in introducing to you Chief of Police Lazarevich.

MR. VASA LAZAREVICH: Mr. President and Gentlemen of the International Police Conference and Members of the Merchants' Association: I come from a country which is far away. I came here to admire, and everything that I have seen is progressive. Since the war I have heard a great deal of the wonders of America, and everything that I have heard has come true. I have been here only fifteen days, but I have seen much in that time, more than I anticipated I would see. I want to take occasion to thank Commissioner Enright for the great opportunity he has given me to investigate the working of the Police Department of the City of New York, and I can say truthfully that in comparison with the various police departments that I have seen in Europe and all over the world, I have been astounded with the activity and the method pursued by the New York Police Department.

During the war we had in our city only 300 policemen. Yet in two days 90 men were killed and 150 were severely injured. Since the war, among 30,000 policemen over whom I have command, over 800 have fallen in the line of duty, heroically, in the interest of law and order, and only in the pursuit of civil order and not wartime measures. In spite of this great sacrifice that we have made, we were never in a better position than we are today to enforce law and order. This is due in very large measure to the information we have received from the various police departments in America through the International Police Conference.

I thank you all, and I take this opportunity to tell you that I am glad I am here and that I will go back with a message of good cheer. (Applause.)

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PRESIDENT ENRIGHT: Mr. President, thank you very much.

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CHAIRMAN EASTMAN: The luncheon is adjourned.

**FRIDAY, MAY 15, 1925**

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**TENTH SESSION—AFTERNOON**

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The meeting convened at 3.30 P. M., President Enright presiding.

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**PRESIDENT ENRIGHT:** We are now in our last session and I hope we won't be very long. I think the machinery is working pretty well and we ought to be out in the next two or three hours.

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Chief Tracey requests that the Secretary read the report of the Committee on Awards.

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**SECRETARY MCKAY:** This is the report submitted by Chief John M. Tracey of Paterson, N. J., Chairman of the Committee on Awards, of which the reader is a member.

The report of the Committee on Awards is as follows:

"First Prize, in the amount of \$500 in gold to Inspector General Fernandez and Commissioner Etcheverry of Buenos Aires, jointly for their suggestion relating to the unification and reconciliation of the different fingerprint systems and methods."

(The members arose and applauded.)

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**PRESIDENT ENRIGHT:** Inspector General Fernandez and Commissioner Etcheverry, I take very great pleasure in carrying out the wishes of the Awards Committee presenting to you the first prize for the most valuable suggestion presented at this Conference.

This is, as you know, one of the three prizes to be given under the grant of our friend, Colonel Walter Scott, who has given us one thousand dollars for each contest to be awarded in three prizes to the three delegates who bring the most valuable suggestion. The Committee on Awards has carefully considered all of the suggestions presented here and they have selected you and your colleague for the first prize of five hundred dollars in gold.

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**SECRETARY MCKAY:** The second prize in the amount of three hundred dollars in gold has been awarded to Chief of Detectives George S. Guthrie, of Toronto, Canada. The vote was unanimous



except that Chief Constable S. J. Dickson asked to be excused from voting because Mr. Guthrie is a member of his department.

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PRESIDENT ENRIGHT: Inspector Guthrie, the Committee of Awards have carefully considered the paper submitted by you and they have selected it as one of those that should receive a prize at this Conference. As I stated before, we are indebted to Colonel Walter Scott for the fund from which these prizes are derived. The second prize is three hundred dollars. We are very glad indeed to carry out the wishes of the Awards Committee and present this prize to you, sir, for your valuable suggestion. (Applause.)

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INSPECTOR GEORGE S. GUTHRIE: Mr. President and Gentlemen of the International Police Conference. This is certainly a surprise to me because I never expected that the short paper I put in yesterday would be considered in the competition at all. I consider it as an honor to my own Chief Constable and the Police Departments of Canada. I wish to thank you. (Applause.)

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SECRETARY MCKAY: The third prize, in the amount of two hundred dollars in gold, goes to Professor Salvatore Ottolenghi, Director Scientific Police School, Rome, Italy, for his discourse and exhibit relating to scientific methods of criminal procedure from a police standpoint.

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PRESIDENT ENRIGHT: Professor Ottolenghi, at the last Conference Colonel Walter Scott, of our city, presented a fund of \$1,000 to the International Police Conference to be given in three prizes to the three delegates who presented to the next International Police Conference the best suggestions or the best exhibits. The Committee on Awards was pleased to name you as the one entitled to the third prize of \$200 in gold. I congratulate you, sir, and I take great pleasure in carrying out the mandate of the Committee and presenting to you this award.

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PROFESSOR OTTOLENGHI: Mr. President and Members of the International Police Conference: I wish to thank the committee and the delegates for their kind appreciation of my earnest efforts, and that the prize comes from the hand of the President.

The Italians come to this country for the purpose of making fortunes. I have arrived in America and made a fortune unsuspectingly, not wanting it. It is indeed the most honorable gift that I have received in my life. (Applause.)

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PRESIDENT ENRIGHT: We want the Professor to come again two years from now, and we will give him everything that we have. (Applause.)

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SECRETARY MCKAY: Your Committee on Awards recognizes the special merit of much of the material that came before it for its

**consideration and desires to make honorable mention of the following:**

Special Deputy Commissioner Carleton Simon, Police Department, New York, for the excellency of the narcotic program and exhibit submitted by him. (Applause.)

Major Tsung Yu Sze, of Canton, China, for his admirable paper submitted to this Conference.

And to Mr. Florent E. Louwage, of Brussels, Belgium, for several special papers on sundry topics of special police interest.

(Signed) JOHN M. TRACEY, Chairman,  
DOUGLAS I. MCKAY,  
CHAS. B. BORLAND,  
S. J. DICKSON,  
WM. B. MILLS,  
M. J. MCHUGH,  
GEO. G. HENRY,  
EMILE TRUDEL.

That, Mr. Chairman, concludes the report of your Committee on Awards.

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PRESIDENT ENRIGHT: Gentlemen, you have heard the report of the Committee on Awards. If there is no objection it will be received and placed in the minutes.

Here is a letter which has just been handed to me, addressed to me, reading as follows:

Believing that the prizes offered the past few years for the best workable suggestion for increasing police efficiencies throughout the world have been of value, and in view of our conversation to the effect that we all should assist in the work, I shall be honored if the Police Conference will accept a renewal to be presented at the next Conferences. (Applause.)

We are very grateful to Colonel Scott for the many things that he has done for the Police Department of New York, for the police department of other countries and for the International Police Conference.

I think you heard from General O'Duffy and from the gentleman from Buenos Aires, and you could have heard also from at least two cities in the United States, notably Holyoke and Quincy, and I think one other that I do not recall, of special consideration that their police departments have received from our friend, Colonel Scott.

We have quite a number of our men killed in the service each year, and the following morning after one of our men has been shot down in the streets or killed otherwise, on my desk I find a very substantial check from Colonel Walter Scott for the dependents of the man who has been killed in the performance of his duty. (Applause.)

This is one of the things about which very little is said, and Colonel Scott has been doing this thing for more than seven years with the utmost regularity without any reward or desire for reward or even desire for praise, because he is a very modest, very humane man.

Last winter, when I was in Buenos Aires, I had the privilege and honor of personally bestowing upon two officers of the Buenos Aires Police Department, who had distinguished themselves for valor, the Walter Scott medal. Walter Scott endowed a fund for the Buenos Aires Department in a sufficient sum so that each year a gold medal may be given to an officer of the service who most distinguishes himself for valor. The same thing was done with respect to the Civic Guard of Ireland and, as General O'Duffy said last night, Colonel Scott, during his visit to Europe last summer, presented the first Walter Scott Medal, presented by himself, and purchased from the fund for that member of the Civic Guard who had most distinguished himself for valor.

At the International Police Conference three years ago, Colonel Scott, desiring to stimulate interest in the Conference and to reward those who took special pains, offered a fund of a thousand dollars to be divided into three separate prizes, these prizes to be awarded to those delegates to the Conference who presented the most valuable suggestion for improvement in police service around the world. The first set of prizes was awarded at the close of the last Convention. The subscription was renewed and the awards have been made from that subscription today. Here again we have Colonel Scott coming forward without anybody's solicitation and again renewing his very generous offer to pay these awards when we again assemble at the next Conference. We are extremely grateful to Colonel Scott. He is certainly a noble and generous friend of policemen here and everywhere. I think I would not be doing justice to this Conference if I didn't ask Colonel Walter Scott to come here and say just a few words to you.

[The members arose and applauded.]

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COLONEL SCOTT: Mr. President, Delegates, Ladies and Gentlemen: The Commissioner was kind enough to say that I didn't ask any reward. You have given me the largest award you have given any man by the generous manner which on three occasions you displayed in accepting my humble part in trying to do a little for the men that wear the blue, for I take second place to no man in admiration of the policemen of the world and as a layman and business man I want at all times under the guidance of my chief here in New York who has so many friends around him in New York at all times to do the little I possibly can. If it is offering prizes, well and good, or anything else. The old saying comes to my mind just now that the giver receives a hundred times more than the receiver and that is the way I feel at this minute. As I told you before, I believe it possible to give all the flowers when a man is alive rather than afterwards, to say the kind words now rather than wait and put it on the tombstone. We want to in

some way or other show our appreciation for what we receive from the police of New York City as well as from the country in general. I thank you for your very generous reception that the President and you gentlemen have so kindly afforded me. (Applause.)

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PRESIDENT ENRIGHT: I want to remind you, too, now while we are thinking about Colonel Scott, of what I told you yesterday when we were talking about fire arms, that the great business house that he presides over, with its influence and trade all around the world, took all pistols off of their catalogue last year. The tremendous profits that they had earned for many years from the sale of these weapons were relinquished right away, because Colonel Scott, as our friend says, didn't want any crook to have in his hands a revolver that came from his establishment that might shoot down a policeman or a citizen anywhere in the world. (Applause.)

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COLONEL SCOTT: Mr. President, may I just say one word, please? I would like to give credit to whom credit is due.

I had the pleasure of listening to a great talk in a New England city by a gentleman whom I thought a great deal of, before the business men of that city. He told me the subject of the crime of selling revolvers to such an extent that four days afterwards, at a meeting of our Board of Directors, I told them of this gentleman and his speech, and I said to them, "We don't want to make any money out of anything that takes human life." I am one of those who believe that a man who is caught in the act of committing robbery and has a gun on him is just the same as a murderer, and for that reason we dropped it. But the credit does not belong to me. It belongs to Richard E. Enright, who made the speech. (Applause.)

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PRESIDENT ENRIGHT: It is a characteristic of the Colonel that he is very modest; he won't accept anything for himself. He gives it all to his friends.

Gentlemen, we have received this very fine subscription from our friend, Colonel Scott. If it is your pleasure, I will be glad to receive a motion that the check be received and turned over to the treasurer and awarded at the next Conference according to the wishes of the donor.

(It was so voted.)

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PRESIDENT ENRIGHT: I am delighted to see in our meeting room here this afternoon a very wonderful soldier, one of the greatest soldiers that this country has ever produced. He is a graduate of our Military Academy at West Point. He was instructor there for some time and has a military record written down in the War Department that is not surpassed by the record of any man who ever wore the uniform of the U. S. Army. He has

had extensive military service in the Indian Wars, in the War with Spain, in the insurrection in the Philippines and in the World War.

He is a fine friend of ours. We hope he will be spared very long, and to spend all the rest of his days in New York City, where he was born. I know you will be pleased to hear just a word from a very great soldier, General Peter A. Traub.

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GENERAL PETER A. TRAUB: Mr. Commissioner, Gentlemen of the International Police Conference: It is a great honor and a flattering one to be introduced to you by my very distinguished friend, Commissioner Enright, in the words that he employed.

I hope that I will be able to continue to be of assistance to the Commissioner with his great Police Department of New York City.

It has been my pleasure to come into intimate contact with the police force. We are accustomed to thinking of a municipal police as simply a municipal police, but I consider the municipal police of this city not only as a municipal force, but as a State force and as a National force. They are just as much a National force as I am who wear the army uniform, because in all the throes that this city went through during the World War, the municipal police of New York City performed duty of a National force, and if ever they had fallen down in controlling the situation, of course the natural procedure would have been the calling out of the National Guard, but there was no National Guard. They had all gone to France. And the next thing would have been the calling out of the regular army, but there was no regular army. They had gone to France. So Commissioner Enright, with his municipal police, acted not only as a municipal force in the maintenance of law and order, but it acted as the national guard of this State and as the regular army of the United States does act in times of peace. (Applause.)

And the record that this Police Force made in this city during the World War is one of the great shining instances of the judicious, careful and brainy handling of a very delicate situation. Swamped as we were by aliens in this great city, and as we had an immense number of enemies in our own midst, he controlled that whole situation so that you never heard of a single incident in New York City that wasn't quietly controlled by the Police Department. (Applause.)

I don't think it is possible to pay him a higher commendation. What was it all due to?

Gentlemen, it was due to a police force like that of New York City, just as it is in an army, just as it is in any other great enterprise, it was due to the man at the head; it was due to his leadership. It was due to the marvelous men that he had in his Department, his sub-leaders and finally right down to his patrolmen, in

having the right type. That is the most important thing of all in any Police Force. I have no doubt, were I to reside in the various cities that you gentlemen here represent, I would feel the same

way about your police force that I feel about the Police Force of New York City, and that is the great thing that he is trying to do for the future, to elevate the personnel, to get the finest personnel obtainable as patrolmen. When he gets that fine personnel it is to train them properly. He has done a wonderful thing only very recently, and that has scarcely been noticed in the press, just as the other wonderful things that he is continually doing is so very gingerly noticed in the press of this great city. He has established a Police Academy, which has in it departments of instruction for the purpose of elevating the tone and increasing the efficiency of all the different branches that go to make up that fine Police Academy.

That is what he is trying to do and that is what he is succeeding in doing, so that with a force of only about 13,000 men, you know, without my going into anything of that kind, what he has accomplished in this great city of six million people.

You know, you gentlemen getting together here—I was thinking only last night as I sat down to that wonderful repast that we had here in this very hotel, what a great thing it was for you to get together and interchange ideas, opinions, experiences, and receive inspiration for your work of the next year. An International Conference like this that brings gentlemen together, really, it is the finest thing that I know of that is happening in the world for practical results. The criminal doesn't care whether he takes the watch of a Spaniard, or the purse of an Italian, or the diamond ring of a Japanese. It is all the same to him. So that you are all engaged in a campaign against the crook who is an enemy to all humanity, no matter of what race, or of what color or of what nation.

So that what you agree upon here has a great international value, because it has a great human value. You are all fighting a common enemy. And if only in all the other things of this world of an international character, if the heads of Nations, if in every other activity, they could just forget who they are, and what they are, and get together in a room like this, and talk things over, this thing of outlawing war and outlawing everything that is against law and order and public tranquility in all the countries of the world would be a simple matter indeed. There would be no need of all these different disarmament conferences and everything of that kind if the men who really control things and are worth while, could get together like this and talk things over and afterwards go back and put the thing across in their own country in the right way.

Thank you very much, gentlemen, for this opportunity to address you. (Applause.)

**PRESIDENT ENRIGHT:** Does General Pretelt of Panama desire to be heard on any subject? I don't recall that he has spoken to us at all. Is he here? Does Chief Ericksen desire to be heard?

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**PRESIDENT ENRIGHT:** I desire to present Subdirector Serrano of Colombia who wants to read a paper on the Police and the Penal Law.

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**SUBDIRECTOR A. M. SERRANO:** Mr. President, Ladies and Gentlemen: During the period of my office in the National Police of Colombia, as subdirector, I had the opportunity of observing several things which, in my humble estimation, are of enough importance to be spoken of at this Conference, in order to get the best ideas as to how to judge them.

One of these is: when a member of the police force, while on duty, is compelled to violate the law. For instance, when a policeman, in self-defense, or in the act of defending some other person, or in an effort to capture an escaped convict or something similar, finds it necessary to shoot as a last resort, and even when it is proven that it was done as such, nevertheless he is charged with murder and taken to court, where he is tried before the judges, to answer for the apparent crime committed, in spite of the fact that he is under oath to faithfully perform his duty. The fact of being tried is not proof of culpability, but in that case the policeman finds himself in the position of not being allowed to continue in the service until his final hearing. Therefore he cannot succeed and must carry his unhappiness into his private life.

On the other hand, you are familiar with the ill-will of the depraved people against the police, who, in order to convict, secure false proof against the accused officer and thus make it very hard for him to prove his case.

As the majority of the police forces are composed of reserve men, the proper way to judge them, I think, would be similar to the method used in the army.

In view of the fact that the police must, of necessity, risk their lives in an effort to protect the public, we should, in turn, do our utmost to protect them by upholding them in their judgment as to the use of the law.

This is my own suggestion and I respectfully submit it to the honorable members of this Conference.

I thank you. (Applause.)

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**PRESIDENT ENRIGHT:** Chief Braden, of Louisville, Kentucky, asked for the privilege of making a short statement to the Conference before it adjourns. Chief Braden (Applause.)

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**CHIEF FORREST BRADEN:** We presume our foreign visitors understand that each of the forty-eight states in the United States

has its own laws, that each state is empowered to enact and enforce its own laws, independent of the Government at Washington, provided, of course, that they do not come in conflict with the Constitution of the United States; that each city and town in every state, with the exception of a very few states, controls its own police, absolutely independent of the Government.

Our visitors may not know, however, that under our political system, or rather because of the manner in which we practice our politics, it sometimes happens that the control of cities and towns comes under unworthy influences, and that during such time the police are under similar control, without there being any higher authority in a position to correct such a condition.

This should explain to the visitors why they can find such a widely different type of police in the United States as compared to other countries where the Central Government is officially in touch with all the sub-divisions of their Government and can keep law enforcement and ideals on a similar plane. I mention this because a distinguished visitor here who undoubtedly has been instructed to report his impressions of us and our laws to his home government, asked me about the apparent disrespect for the prohibition law by a few police chiefs. Now, I do not believe that there is a self-respecting police official here who wants any of our foreign visitors to report to his home government that police officials themselves are law violators, and I suggest that the great majority of the police chiefs who respect the law, and God knows if anybody ought to respect the law it is the man who enforces it, I suggest that they at least discourage those few misfits whose sense of official responsibility and common decency, if any, is so dulled that by their own acts they make a mockery of law. I believe that proper action by this body would leave no doubt as to where the police of this country stand in regard to honest enforcement of all law and loyalty to the constitution we are all sworn to defend. We desire to preserve our self-respect. I am certain we all want the respect of our foreign visitors, and I am certain that we all want our Government to have the respect of the Governments represented here. Thank you. (Applause.)

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PRESIDENT ENRIGHT: The Chair recognizes Colonel Reis of Bahia, Brazil, who desires to say something to the Conference.

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COLONEL JOAO MARQUES DOS REIS: Mr. President and Gentlemen: Starting from the point of view that a police without mutual coöperation, true understanding, and the international help, are inefficient and null, I felt confident that this Conference, by what had been done in the past, and by what had been announced that it would undertake in its present meeting, would accomplish an important task for the best efficiency of the combined action of the several Police Departments in the various countries of the world, in their fight against criminality, in order to protect the individual rights, and the general welfare.



I did not expect, however, that I would have the pleasure of seeing as I have before a marvelous screen, the most important systems of police organization in the world, among which I beg to point out the police of the City of New York, as the most efficient and best organized among all.

During the few days in which I have been in this city, and which I will never forget (because they have been to me of delightful and efficient learning), I have listened to the most practical and basic lectures on "Police Organization and Administration" in general; on "Identification," especially the Distant Identification; the "Unification and Conciliation of the Different Fingerprint Systems," and the "Usefulness of Universal and Personal Identification;" on the marvelous experiments on the "Telephoto-graph as a means to aid the Police;" on the "Traffic Regulations;" on the "National Police Bureau;" on the "General and Specialized Police Training and Research;" by Professor Ottolenghi and by our eminent and experienced President on "Narcotics and Extradition."

Looking at the gigantic work of the Honorable Richard E. Enright, Commissioner of the Police of the world's metropolis, I realize how true is the general opinion of the English writers, when they say that the commissioner holds an honorable and high position, which requires much intelligence and also the qualities of a statesman. It also reminds me of the French opinion, when it affirms that such position is one which requires the ability of the public official, the soldier, the diplomat, and the congressman.

The fitness and preparedness given by him to the police of the City of New York is exactly what one may desire in such matters—a severe organization of regime, based on a technical system and on discipline, politeness and good-will.

It reminds me also of Fosdick's words, when he says in a delightful manner, "There must be autocracy enough for efficiency and democracy enough for sympathy and understanding.

The International Police Conference has been successful in accomplishing a great diplomatic and meritorious work, in approaching the several nations of the world, in making them understand one another, and in causing them to speak confidentially, all for the best success of the international effort to fight crime.

Such conference is, indeed a great organization of its time, it is indeed a great event in the present days, and because it is sure that the wrong doers avail themselves of all the scientific means to carry on their criminal instincts and desires, it is indispensable that the police use equivalent means to fight such criminal activities.

This Conference has made a complete review and has, at the same time, made universally known the intelligent efforts of Lacassagne and the Lyon Legal School, Bertillon, Hans Gross, Professor Ottolenghi, Reiss, the Scientific Police Institute of Lausanne, Vucetich, Galton, the Laboratory of Liege, Rechter, the

School of Brussels, Balthazard, Wentworth and Wilder, Schneickert, Dennstedt, the German Fingerprint and Graphologist experts, Jorgensen, and also the Portuguese and Brazilian Laboratories.

It is, therefore, with the greatest sincerity and with the greatest hope that I express my heartiest enthusiasm for the wonderful success of the Third International Police Conference in the City of New York, especially my appreciation for the splendid and philanthropic activities of our President, who truly deserves the honorable title of President of the International Police.

I thank you. (Applause.)

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[The following communication was referred to the Executive Committee.]

Brussels, Sept. 23, 1924.

HON. RICHARD E. ENRIGHT,  
Police Commissioner,  
New York, N. Y.

At the demand of the Committee of the "International Commission of Criminal Police of Vienna," we have addressed to them an article written in the French language, and enclosed you will find translation of same in English. This article was asked for to be published in an International Organ in formation, and who for the moment is not constituted but for a supplement annexed to an Austrian police review.

We have seen the danger that has been at the International Police Conference at New York, to be neglected or at least unrecognized. It is for this purpose that we have chosen for subject, "International Police Conference." As you can readily see in the article which we had the pleasure to send you, we called the attention of the criminal police departments of the old Continent to the results which have already been obtained, thanks to the work of the Conference at New York. Our fight further consists in the maintenance of this Conference, and we further propose that a connection be established between these two Conferences, which proposition we are submitting to you now.

It would be excellent, according to our advice, if you would publish our article in the "Police Magazine" and follow it up through your personal observation, until in your estimation you have given enough publicity, relative to the connection (between the two Police Conferences), at the point of contact, as we suggested.

I hope, Mr. Enright, that you are always in the best of health, as well as the valuable colleagues which I had the pleasure to meet.

Accept, my dear Mr. Enright, with my most sincere wishes, the assurance of my most distinguished consideration.

(Signed) ALFRED KEFFER,

The Principal Directing Judiciary Officer.

Police Judiciare,  
Parquet of the Attorney of the King,  
Palace of Justice, Brussels.

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#### INTERNATIONAL POLICE CONFERENCE

The first International Police Conference was held in New York in 1921, under the auspices of the authorities of that city, and the distinguished Presidency of the Police Commissioner, Richard E. Enright, Esq.

Police chiefs from all over the world were present, and several very interesting resolutions were adopted. Questions relating to the criminal police were discussed, but it appeared to us that those concerning police administration were preponderant. It is only just to state that, thanks to this Conference, the basis for closer relations between the criminal police of the different countries were established. This Conference marked the commencement of the tangible results which have been attained since then in the fight waged by the different police forces against criminals, which results, due to the labors of the first Police Conference, have shown the necessity for continuing to hold them. The Conference held in New York in 1922 has only served to strengthen this opinion, which will be shared by all who are interested in this very complex question of police coöperation.

The International Conference of Criminal Police was held in Vienna in 1923, under the presidency of Dr. Schober, Chief of the Viennese Police. This conference, at which we were not able to coöperate as efficaciously as we should have wished—not being able to go to Vienna—dealt, as the title indicated, solely with the questions connected with criminal police. That is to say, they considered only the measures to be taken to combat crime by coördinating, in as many states as possible, the methods to be adopted for the observation, tracking and arrest of international criminals in whichever country they had chosen for their operations, or as a refuge.

In our opinion this is the most urgent and important subject of a police conference. In this sphere everything has yet to be done, for, although a machine has already been constructed which has given certain results, there are too many cogwheels which jar—too many dead weights. These defects must be eliminated and the whole machine perfected to give an indispensable result—this is only possible by the collaboration of all.

We saw with great pleasure that the Viennese Conference, in spite of our absence, adopted several of the points which we had developed in our report addressed to its President. This report

was also considered by the New York Conference of 1922, and published in the account of that Conference, but, what is more important, we have had the great satisfaction of seeing an agreement reached between the Belgian and Swiss Governments, on the basis which we had advocated. This agreement has for its object, the tracking and arrest of individuals for whose arrest warrants have been issued in one of the two countries and who, if the crime is serious enough to justify extradition, may be arrested and detained pending the completion of diplomatic formalities. This agreement also provides for the publishing in the Police Gazettes of the names and descriptions of individuals wanted, who may be arrested in the manner described. This is only the first step, but it is a decisive one towards a general agreement.

We consider that it is towards the multiplication of such agreements that the efforts of the two conferences should be directed. We say two conferences, because we think that the conferences of New York and Vienna should not follow different routes, but should work on the same lines.

Both are necessary; that of New York cannot be attended by a large number of Police authorities from the Old Continent; the distance is great, and the expense is heavy for our heavily burdened States. Besides, as we have already said, the problems of police administration in America are very important, and the customs of that Continent differ greatly from those of Europe. It is well for these reasons that the American police should hold conferences in order that together they may examine problems from an international point of view. We think, however, that it is necessary for the two great police conferences to work conjointly, so that their programs, in that which concerns the tracking of criminals, can be drawn up in such a manner that progress shall be made in an equal degree in America, East Asia and on the Old Continent. This object can only be attained by establishing a point of contact—a constant liaison between the two conferences. We dare hope that this proposal will be taken into consideration on both sides of the Atlantic, to the great damage of international criminals, and the lasting good of humanity as a whole.

F. E. LOUWAGE

A. KEFFER,

Principal Judiciary Officer,  
Parquet de Brussels

Directing Principal Judiciary Officer,  
Parquet de Brussels.

(The following communication was referred to the Executive Committee:)

Brussels, February 19, 1925

HONORABLE RICHARD E. ENRIGHT,  
Police Commissioner,  
Police Headquarters, Centre Street,  
New York

On the 15th instant, I had the honor to speak at the "National Congress of the Belgian Commissioners and Assistant-Commissioners" at Brussels.

**My conference entertained especially of the international police relations and I developed the bases of the project that I transmitted to you anteriorly in order to be discussed by the International Police Meeting of New York. I also explained the results yet obtained regarding above-mentioned relations.**

**After my conference, the Congress of the Belgian Commissioners and Assistant-Commissioners expressed the wish that I reproduce hereafter for your information:**

**The Federation of the Belgian Commissioners of Police and Assistant-Commissioners, assembled in Congress on the 15th of February, 1925, after having taken information of the efforts realized up to date for the search of international malefactors and of the favorable results obtained, expresses the wish that the Belgian Government accords his support in that strife, which is compelled to assure the security of our population, and esteems that it would be desirable to see our Government seizing the Society of Nations upon that question, in order to obtain an international agreement, and upon the official regulation of the relations that should exist between all the police departments of the whole world for the search of the delinquents of common law.**

**With assurances of most distinguished consideration and with kindest personal regards, I beg to remain**

**Very sincerely yours,**

**(Signed) ALFRED KEFFER,  
Officer Judiciare Principal Dirigeant.**

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**PRESIDENT ENRIGHT: Colonel McKay has the report of the Nominating Committee.**

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**SECRETARY MCKAY: Mr President and Gentlemen: The report of the Nominating Committee is quite extensive, and I will ask you to give the reading of it, as I present it, rather close attention, and try and follow through so that you see the scope of it:**

#### **HONORARY PRESIDENTS**

**JACINTO FERNANDEZ, Chief of Police, Buenos Aires, Argentina**

**JOHANN SCHOBBER, Police President, Vienna, Austria**

**ALFRED KEFFER, Principal Directing Police Judiciary, Brussels, Belgium**

**J. HOWARD SEMPILL, Chief of Police, Hamilton, Bermuda.**

**CARLOS ARROXELLAS GALVAO, Assistant Police Commissioner, Rio de Janeiro, Brazil**

**EMILE TRUDEL, Chief of Police, Quebec, Canada**

**ERNESTO MERINO S., Secretary of Police Prefecture, Santiago, Chile**

GENERAL W. C. CHEN, Inspector-in-Chief of Police, Hangchow, China

COLONEL ANGEL MARIA SERRANO, Subdirector, National Colombian Police, Bogota, Colombia

HAKON JORGENSEN, Subdirector of Police, Copenhagen, Denmark

GENERAL SIR WILLIAM HORWOOD, Commissioner, Metropolitan Police District, London, England

LOUIS LACAMBRE, Director Police Judiciare, Prefecture de Police, Paris, France

HERMANN EMIL KUENZER, Reichkommissar, Reichsministerium des Inneren, Berlin, Germany

TEOFILO LIMA M., Inspector General of Police, Guatemala City, Guatemala

MAJOR NAPOLEON ALCANTARA, Police Department, Tegucigalpa, Honduras

DR. IMRE NADOSY, Royal Hungarian Director General of Public Safety, Budapest, Hungary

GENERAL EOIN O'DUFFY, Commissioner, Civic Guard, Dublin, Irish Free State

VASA LAZAREVICH, Chief of Police, Ministry of Interior, Belgrade, Jugo-Slavia

COLONEL MARTIN F. BARCENAS, Inspector General, Federal District, Mexico City, Mexico

ANTON ERIKSEN, Chief of Police, Bergen, Norway

LEONIDAS PRETEL, First Commanding Chief, National Police, Panama City, Panama

ABDOLLAH BAHRAMI, Deputy Chief of Police, Teheran, Persia

OCTAVIO C. CASANAVE, Minister of Marine, Lima, Peru

STEFAN CHELMICKI, Chief Inspector, Polish State Police, Warsaw, Poland

A. D. SMITH, Chief Constable, Glasgow, Scotland

GUSTAF HARLEMAN, Chief of Police, Stockholm, Sweden

CAPTAIN DIOGENES MORALES, Police Department, Caracas, Venezuela

(Each nomination was applauded.)

#### PRESIDENT

RICHARD E. ENRIGHT, Police Commissioner, New York City, N. Y., U. S. A. (Applause)

#### VICE-PRESIDENTS

WILLIAM COPELAN, Chief of Police, Cincinnati, Ohio

CESAR E. ETCHEVERRY, Commissioner of Identification, Buenos Aires, Argentina

S. J. DICKSON, Chief Constable, Toronto, Canada

**MICHAEL J. LONG**, Chief of Police, Newark, N. J.  
**MICHAEL H. CROWLEY**, Superintendent of Police, Boston, Mass.  
**RODERICK ROSS**, Chief Constable, Edinburgh, Scotland  
**JAMES MITCHELL**, Inspector General of Police, Sydney, New South  
 Wales  
**SHINZO UNO**, Secretary, Police Bureau, Home Office, Tokyo, Japan  
**PROFESSOR SALVATORE OTTOLENGHI**, Director, Scientific Police  
 School, Rome, Italy  
**CAPTAIN C. E. GOWER**, Chief Constable, Newport, England  
**DR. WILHELM MOSLE**, Prussian Department of Interior, Berlin,  
 Germany  
**JOAO MARQUES DOS REIS**, Chief of Police, Bahia, Brazil  
**KAZMER VAY**, Chief of Police Section, Ministry of Interior, Buda-  
 pest, Hungary  
**SIR ROBERT PEACOCK**, Chief Constable, Manchester, England  
 (Applause)

#### SECRETARY

**COL. DOUGLAS I. MCKAY**, Special Deputy Police Commissioner,  
 New York City, N. Y. (Applause)

#### TREASURER

**MICHAEL J. HEALY**, Chief of Police, Manchester, New Hampshire.  
 (Applause)

#### EXECUTIVE COMMITTEE

**PIERRE BELANGER**, Superintendent of Police, Montreal, Canada  
**COL. FORREST BRADEN**, Chief of Police, Louisville, Ky.  
**COL. CHARLES B. BORLAND**, Director of Public Safety, Norfolk, Va.  
**S. E. GRUBBS**, Chief of Police, Augusta, Ga.  
**GEORGE G. HENRY**, Chief Inspector of Police, Baltimore, Md.  
**GEORGE E. HILL**, Superintendent of Police, Worcester, Mass.  
**HARRY JENNINGS**, Chief of Police, Toledo, Ohio  
**WILLIAM B. MILLS**, Superintendent of Police, Philadelphia, Pa.  
**T. D. MCCARTHY**, Chief of Police, Utica, N. Y.  
**MICHAEL MCHUGH**, Superintendent of Police, Scranton, Pa.  
**L. E. MCLENDEN**, President, City Commission, Birmingham, Ala.  
**WILLIAM H. O'NEIL**, Superintendent of Police, Providence, R. I.  
**R. L. STRINGFELLOW**, Commissioner of Public Safety, Shreveport,  
 La.  
**JOHN M. TRACEY**, Chief of Police, Paterson, N. J.  
 (Applause)

**SECRETARY MCKAY:** Continuing with the report of the Nom-  
 inating Committee, I have before me the nominations other than  
 those already made as Executive Committee members for the  
 Board of Managing Directors:

## BOARD OF MANAGING DIRECTORS

Forrest Braden, Chief, Louisville, Kentucky.  
Morgan A. Collins, Supt., Chicago, Ill.  
Louis Dahlgren, Chief, Fargo, N. D.  
Patrick J. Flanagan, Supt. of Police, Bridgeport, Conn.  
Fred H. Frazier, Chief, Wheeling, West Virginia.  
Ray Frazier, Chief, Oklahoma City, Okla.  
W. T. Griffin, Inspector Comm. Det. Div., Memphis, Tenn.  
S. E. Grubbs, Chief, Atlanta, Georgia.  
H. D. Harper, Chief of Police, Colorado Springs, Colo.  
Michael J. Healy, Chief, Manchester, N. H.  
Geo. G. Henry, Chief Inspector, Baltimore, Md.  
Geo. H. Hodgins, Chief, Wichita Falls, Texas.  
L. V. Jenkins, Chief, Portland, Ore.  
Enos Laughlin, Chief, Cheyenne, Wyoming.  
D. D. Lorrain, Chief of Provincial Detectives, Montreal, Canada.  
M. J. Mulcahy, Chief, Elizabeth, N. J.  
J. J. Murphy, Chief, Butte, Montana.  
R. H. McCarthy, Chief, Kaukauna, Wisc.  
T. D. McCarthy, Chief, Utica, N. Y.  
E. R. McIver Chief, Florence, South Carolina.  
Allen C. Orrick, President, Board of Police, St. Louis, Mo.  
William F. O'Neil, Supt., Providence, R. I.  
A. J. Roberts, Chief, Jacksonville, Florida.  
W. B. Severyns, Chief, Seattle, Wash.  
Alfred Seymour, Chief, Lansing, Mich.  
Benjamin P. Sproul, Chief, Bangor, Maine.  
Walter E. Staneland, Commissioner, Victoria, B. C.  
Courtlandt Starnes, Comm. Royal Canadian Mounted Police, Ottawa, Canada.  
Daniel Sullivan, Major and Superintendent, Washington, D. C.  
R. L. Stringfellow, Comm. Shreveport, La.  
J. A. Thomas, Chief, Winston-Salem, N. C.  
J. P. Turner, Marshal, Gallup, N. M.  
Charles Van Deusen, Chief, Omaha, Nebr.

And now, Mr. Chairman, I have the report of the Nominating Committee in respect to holding the next Session of the International Police Conference. The recommendation is as follows:

"The Nominating Committee respectfully recommends that the next meeting of the International Police Conference shall be held in May, 1927, in the City of New York."

PRESIDENT ENRIGHT: Gentlemen, you have heard the reading of the report of the Nominating Committee on Officers and their resolution respecting the place of the next Conference. Is there a second to the adoption of the report and resolution?

(The report and resolution were seconded and carried.)



**PRESIDENT ENRIGHT:** Gentlemen, we have apparently finished the business that is before us, but there may be some minor matters that we haven't been able to dig out of the minutes and bring forward for consideration. Therefore the following resolution has been presented:

**RESOLVED,** That any unfinished business of this Convention intended for insertion in the records be referred to the Secretary, who is hereby empowered with discretion to embody such matter in the record.

(The resolution was adopted.)

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**PRESIDENT ENRIGHT:** Mr. Alcantara desires to present a motion to the Conference.

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**MAJOR NAPOLEON ALCANTARA:** I move that the Secretary of this Conference send a communication to each government represented here telling them the nominations of President, Vice-Presidents and Honorary Presidents. In other words, the result of the elections of the International Police Conference should go to each government by separate letter.

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**PRESIDENT ENRIGHT:** Major Alcantara's motion is to the effect that the Secretary of the International Conference should notify the heads of the various governments or the heads of departments who might be interested as to the election of members of their departments or governments to any of these offices in the Conference. I think that is entirely proper. Has it been seconded?

(The motion as made by Major Alcantara was seconded and carried.)

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**PRESIDENT ENRIGHT:** I have the following communication:

I hereby resign as Secretary of the International Police Conference. If it be desired I will continue to discharge the functions of the office of Secretary until midnight tomorrow, Saturday, May 16th, in order that all the matters now in my charge, including arrangements for the trip of foreign delegates, may be concluded.

Respectfully,

**DOUGLAS I. MCKAY, Secretary.**

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**PRESIDENT ENRIGHT:** I have tried to prevail upon the Secretary to continue on, but, of course, he came back in as Secretary in order to help along with this Conference, and the arrangements which have been made for it, which have been under way for sev-

eral months. It is hardly to be expected that Colonel McKay could continue to discharge the duties of this office. He has a very large business which requires all of his time, and he has been working hard for the Conference for the last two months, I know, at a great personal loss in time and money to himself. He is always willing to come in and help when he can, but I know that we are asking too much of him, and I feel personally that I am asking too much of him when I try to prevail upon him to continue. So I do think that we ought to accommodate Colonel McKay and accept his resignation and go on until such time as we may need his services again, and I am sure he will always be with us to the limit of his time and resources.

So, if there is a motion to accept the resignation with a vote of thanks, I shall put it.

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**SUPERINTENDENT CROWLEY:** I make a motion that the resignation of Douglas I. McKay be accepted, and that a vote of thanks be tendered to the Secretary for his untiring efforts in behalf of the International Police Conference, and, at the same time, I want to say that I don't know how we will be able to get along without the gentleman, and we may have to call upon him again.

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**COMMISSIONER STANELAND:** I second that motion and echo the sentiments of the mover. I certainly have appreciated very much the services of Colonel McKay. I really don't know how he gets through the work. I think the Conference will feel very keenly the loss of his services, but I trust that when the Conference comes around again we shall find him on the job.

(The motion was carried.)

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**PRESIDENT ENRIGHT:** Gentlemen, you now have a vacancy for Secretary and I presume it would be the proper order to select a man, but I really think that under all the circumstances you had better leave the appointment of the Secretary to the President of the Association.

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**MR. MCKAY:** I move you that on the vacation of the office of Secretary, the matter of filling it be left to the President at his discretion. To support that motion I call attention to the fact that the next Convention is scheduled to be held in New York City. You are the presiding officer of this Conference. It seems to me that you would be entitled, almost as a matter of right, to have the principal choice in the selection of who shall be your assistant in preparation for that event. And in the second place, the permanent headquarters of the Conference are now located in New York City, and I think that affords an additional motive why the President of the Conference should be empowered to select the Secretary. Therefore, I move that the President of the International Police Conference be authorized to select at his discretion the Secretary of the International Police Conference.

(The motion was seconded and carried.)

**PRESIDENT ENRIGHT:** I want to thank the members of the Conference for their attendance here, those who came from the United States and Canada and those who came from other countries. I want especially to thank the various Governments and police departments for their splendid coöperation and for the fine type of delegates that they designated to attend this Conference. I sincerely hope that all the delegates have enjoyed it and that it has been useful and interesting to all.

I also want to thank you all for your splendid attention here, for your regular attendance at the sessions, for the valuable information that you have imparted to the Conference, which will be taken up in the records and distributed to all concerned. I want to thank you, too, for the fine consideration extended to the officers of your organization and for the uniform courtesy and good will that has characterized the intercourse of every delegate of every country, of every state, of every city, one with the other. I desire, too, to express the thanks of the Organization to the various Committees for their work, which I know has been very arduous. They have worked very hard all day trying to select from the minutes that have been taken the resolutions that have been presented here.

I want to thank you all for the great honor that you have conferred upon me in re-electing me President of the International Police Conference. If I were to consult my own wishes, I would ask that somebody else be elected to this office, as I have served in this capacity now for four years, and I feel that somebody else might take up the burden and probably handle it to the advantage of the organization. I am constrained, however, to accept the honor that you have conferred upon me for at least one more term, for the reason that, early in their deliberations, the Committee on Nominations determined that the next Conference should be held in the City of New York and I think it is altogether advisable that the head of the Conference might well be located in the city where you intend to hold your Conference, because that being the case, he is on the ground and can make all necessary arrangements, and your Conference is likely to be very much more successful if the President happens to reside in the city where the Conference is to be held. Therefore, with a supreme and unselfish desire to serve the Conference, for which I feel a great deal of responsibility, to conform to your wishes in the matter, and see the Conference on its way for another two years to a solid and permanent foundation, I will gladly accept your mandate and continue to serve you to the best of my ability.

I sincerely hope that you have all had a happy and interesting time during your visit to this city, and when you depart from here I hope you will have a pleasant trip or voyage home and that you will find affairs in your own country or city and in your own family circles and among your friends all that you desire them to be. I sincerely hope that you who come here from other lands and who are going over the seas or long distances by train will arrive safely home and that you will find everything there to your satisfaction, and I trust that you are going away from here with

the feeling that your long journey has been worthwhile, and that something has been really accomplished for your departments, for your country, and for the interests that you serve.

Let us say good-bye, so far as the Conference is concerned, because we will not meet in session any more. With very best wishes to you all and hoping to see you all tomorrow at the various functions, and at other times when we have an opportunity, I will be pleased to receive a motion to adjourn, unless some one here has something to offer. (Applause.)

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COMMISSIONER BLANCO (Porto Rico): Mr. President, if I am in order, I would like to offer a motion that we give a standing vote of thanks to the President for the marvelous way in which he has conducted the Conference.

(The motion was unanimously carried. The audience arose and applauded.)

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PRESIDENT ENRIGHT: Gentlemen, I thank you very much. It was very easy to preside at this Conference, because every delegate here was very attentive and very friendly, and when you have an atmosphere of that kind and such cordial good feeling and coöperation, it is easy to be a presiding officer.

Now, my friends, I must bid you good-night, and as we close this session I sincerely hope we will all meet here again two years from now, and that when we meet again all will be well with all the delegates to this Conference and all the interests that they represent.

SUPERINTENDENT CROWLEY: I move that we adjourn.

(The motion was seconded and carried, and the session adjourned at seven-thirty P. M.)

## ADJOURNMENT

**SATURDAY, MAY 16, 1925**

**SERVICES AT CITY HALL**

Services were held in the Mayor's Office, City Hall, at 10.30 o'clock on Saturday, May 16th, in honor of the policemen who had been killed in performing their duty during the past year. Police Commissioner Enright, President of the International Police Conference, presided.

**PRESIDENT ENRIGHT:** This morning, as part of the ceremonies, you were pleased to agree to decorate the widows of men who were killed in the service last year. They are widows of Detective Bernardino Grottano, Patrolman John A. Schneider, Patrolman John J. Hyland and Patrolman Frederick Thomas.

**HON. JOHN F. HYLAN:** Mr. Commissioner, Widows, Ladies and Gentlemen: On the occasion of the Annual Police Parade, there is one ceremony which directs particular attention to the loyalty and devotion of our Police. It is the decorating with Police Department Medal of Honor on the nearest of kin of the policemen who in the preceding twelve months had followed the path of duty bravely and unflinching to the sacrifice of life itself.

During the year 1924, four members of the Police Department made the supreme sacrifice in the performance of duty. In maintaining the tradition and in adding to the prestige of the Police Department they showed the measure of their courage by overcoming that powerful human instinct of self-preservation, when the defense of law and order meant the sacrifice of life.

It is consoling, even in the face of tragedy, to know that these brave officers who have passed on, displayed that splendid heroism in the presence of death with which we have long associated the police service, and that in meeting fearlessly supreme emergencies, they have left a legacy of inspiration to the thousands of other faithful and conscientious brother officers who now wear the uniform and will wear it in years to come. The city which these men serve is our City; and their sacrifices were made in doing our work. This should help all of us more truly to appreciate the gallant men in blue who guard and protect our life and property at all hours and in all seasons.

Military organizations honor with impressive ceremonies the parent, wife or child of a soldier who, in the performance of distinguished service, has sacrificed his life under circumstances which would warrant his decoration for exceptional valor, had he survived. As the relatives of our policemen who die in the performance of duty are equally deserving of recognition by the City which they served, we have established a custom of conferring upon them the Police Department Medal of Honor.

These it is my privilege to present. In so doing it is my sincere hope that they may tend to relieve the tragedy of death by the happier recollections of the heroism to which these official marks of honor pay silent tribute.

[Presentation of Police Department Honor Medals to the next of kind of the policemen who died in the performance of their duty during the past year. The following is from the record of the Department.]

**POLICE DEPARTMENT  
CITY OF NEW YORK**

Office of the Police Commissioner

New York, April 27, 1925.

**GENERAL ORDERS NO. 19.**

**DEPARTMENTAL MEDAL OF HONOR**

The Department Medal of Honor has been awarded to each of the following named officers. The medals will be presented to the next of kin surviving. The name of the officer in each case will be placed on the Honor Tablet in Police Headquarters:

**DETECTIVE**

Bernardino Grottano, Shield No. 267, 11th Division, at about 10.30 P. M., May 19, 1924, was shot while endeavoring to intercept an escaping hold-up man in the vicinity of Fulton Street and Hanover Place, Brooklyn, who had shot Patrolman Martin Stapleton. Detective Grottano died seven days later.

**PATROLMEN**

John A. Schneider, Shield No. 7976, 3d Inspection District, was shot at about 1.30 A. M., January 13, 1924, by one James Donovan, and instantly killed. While in company of Patrolman Frank Ertola, also of the 3d Inspection District, a taxi was observed facing the wrong way, in front of 400 East 75th Street, Manhattan, with motor running. The patrolmen became suspicious and questioned the occupants of the machine. As they were questioning the men, a man ran toward the taxi from the basement of 400 East 75th Street, in which there is a restaurant. Patrolman Schneider grabbed him, and the culprit discharged his revolver, the bullet entering the left cheek of the patrolman under the eye. Investigation revealed that Donovan and four of his associates concocted a hold-up of the patrons of the restaurant, and hired a taxi at First Avenue and Houston Street. Donovan and one of the men entered the restaurant, while two remained outside. All five were placed under arrest. Patrolman Ertola shot Donovan as the latter leveled the gun at him.

John J. Hyland, Shield No. 2794, 42-A Precinct, at about 2 A. M., July 25, 1924, while on patrol, was informed a hold-up had been committed at Lefferts Avenue, between Bedford and Rogers

Avenues, Brooklyn. The complainant identified his automobile being driven on Empire Boulevard; the patrolman ordered the driver to stop; two men alighted; shots were fired, and although mortally wounded Patrolman Hyland shot five times at his escaping assailants. He died three days later.

Frederick Thomas, Shield No. 5161, 9th Precinct, at about 3 A. M., August 12, 1924, while on patrol, was informed a hold-up had been committed at 412 West 53d Street, Manhattan. Upon searching the premises and the immediate neighborhood, the culprit could not be found. As he approached three men at 52d Street and 10th Avenue, one of them fired two shots from a weapon concealed in his pocket, mortally wounding Patrolman Thomas. He died two days later.

RICHARD E. ENRIGHT,  
*Police Commissioner.*

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PRESIDENT ENRIGHT: I have the great honor to present to you the delegates to the International Police Conference who have come here from some forty different countries. A large representation is also here from our own country and from Canada. Some of them were obliged to leave the city, and they are on their way home now. The majority of them are here today. They are going to witness our Police Parade. They have come to our City Hall to meet you, and I shall take pleasure in introducing them individually to you.

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HON. JOHN F. HYLAN: As Mayor of the City, and speaking for some six million people of the City, with few exceptions, I want to welcome you to the City Hall. I want to congratulate the Police Commissioner for the progress that he has made in his office as Police Commissioner of the City during his time in office. As you probably know, the appointment of Police Commissioner is in the Mayor's hands, and if the Mayor does not stand back of the Police Commissioner in the performance of his duty, he cannot accomplish much. You will realize that the same condition exists in the City of New York as exists in your own city. When you tread lightly or otherwise on the crooked element of any community of your own home town, or your own home city, you tread upon the corn, so to speak, of others.

Since my time in the Mayor's office, and since Police Commissioner Enright has been in charge here, when he was moving forward surely and positively to eliminate the criminal element and the criminal schemers and their friends from interference with the honesty of the City of New York, he has found back-fire through the press, through newspapers, day in and day out, and it has been a terrible struggle for both the Police Commissioner and the Mayor to get the upper hand of that vicious element in a great city.

The vicious element that violate the law, that steal a loaf of bread, that take some little thing that doesn't amount to very

much, are not the ones we are particularly interested in. It is the more powerful, the sinister crook that works in the darkness of the night, works after the sun goes down, in his society, planning and scheming. This distinguished gentleman, so to speak, has his connection. That is the man, that is the element, that is the individual that we have the most trouble with. And I want to compliment the people of this City upon the progress that is being made to get closer and closer to the more powerful criminal who may possibly be connected directly or indirectly with some of the propaganda organizations in this City that is used against an honest public official.

I speak to you that way because in your own home towns, your own home cities, your own home country, you find the same planning and scheming and the same policy. And when you go out with a bold and brave heart to perform your full duty, it is a terrible struggle you have against that element that is semi-respectable in a community that you find under cover, and secretly working against what you would be desirous of doing, that of cleaning up the locality and making it better and safer for the people of your town.

I am glad you are here. I am glad you came to our great city. I welcome you to the City Hall, and I welcome you to the great City of New York, and hope that your visits will be many, and the more that you come to New York City the better it will suit us and the happier will be our great merchants and our great hotels to have you mingle among us and get the idea that we have, that New York City is not one of the great cities of the world, but we think it is the greatest city in all the world.

[Mayor Hylan shook hands with all the delegates individually.]



**SATURDAY, MAY 16, 1925**

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**DINNER TENDERED**

**FOREIGN DELEGATES AND MEMBERS OF  
THE INTERNATIONAL POLICE CONFERENCE**

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The dinner tendered to foreign delegates of the International Police Conference aboard the R. M. S. Aquitania convened at eight o'clock, Mr. Arthur Cunard presiding.

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**CHAIRMAN CUNARD:** Mr. Commissioner, Foreign Delegates, Members and Guests of the International Police Conference: On behalf of the Cunard Line, I wish to bid you all welcome on board our ship tonight. It is very hard for me to say with what pleasure we see you all here, and what honor we count it to have so many distinguished foreigners and guests from New York also with us on board this ship tonight. Commissioner Enright has been saying very nice things to me, thanking me that the Company have entertained you all here, but we count it a great honor and a great pleasure to do so. We are amply rewarded by having such a splendid gathering here tonight.

We have with us the Chiefs of Police from nearly every country in the world. I doubt if such a distinguished gathering of foreigners has been brought together, certainly on any ship, if anywhere on shore, in a very long time.

Now, this is not the evening for me to make speeches—merely to bid you all welcome and therefore I, on behalf of the company, say that the ship is yours, enjoy yourselves as much as you can, and I have very much pleasure in turning over the chairmanship of the whole proceedings to your very great Commissioner. (Applause.)

(The audience arose and applauded.)

(Three cheers were given for the Cunard Line.)

(Three cheers were given for Commissioner Enright.)

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**PRESIDENT ENRIGHT:** Mr. Chairman, Captain, Honored Guests, Friends, Compatriots, Colleagues, and if there are any other endearing terms or ties of friendship that I may address to you, let me invoke them in this glowing hour and upon this very splendid occasion. The commanding officer of this great floating palace tried about ten minutes ago to have some order on the ship. He rapped vigorously with his gavel, but the response from all around here was noise and pandemonium, and I said to him: "Captain, I am surprised. I thought that aboard your ship that everything was peaceful and quiet and orderly, that only the waters rolled or made noise, that there were no voices, none of the

uncanny things, and none of the troublesome things that we know on the land."

So I was very much surprised to see that he was interrupted and that he couldn't have order here and that he couldn't be heard. And then I thought I was right at home. I felt that I was back in my own office, for the Police Commissioner in New York works in a boiler shop. The noise is terrific. Everybody knocks and nobody helps, and I said to myself: "Well, the Captain of this ship is a brother of mine. He has some noise, too." And therefore I felt that we had something in common, and why should I worry simply because I have a noisy office when my friend here, who is supposed to have a peaceful place and a peaceful ship, should have so much noise and difficulty upon this occasion.

It is a very wonderful thing, I think a very marvelous thing, that the great organization that owns and controls and directs the fortunes of this great ship and its sister ships is kind enough and considerate enough and friendly enough to have us all here as their guests this evening. It is an evidence of friendship and coöperation and friendly feeling that can never be lost upon the hosts of the foreign police chiefs of the world who have gathered here, and all of the police chiefs of the United States and Canada, as well. We all unite in thanking the great Cunard Line for the distinguished honor and for the charming hospitality extended to us this evening. (Applause.)

And I am reminded of another thing that might be well worth while speaking about this evening. It probably is known. Most things that are worth while are well known, but maybe I might emphasize it this evening when I say that throughout all of the years, and during all of the extraordinary history of service this great trans-oceanic organization, with all the marvelous ships and all its great development down to the present time, that they have never lost a ship or never lost a soul sailing under the flag of the Cunard Line. (Applause.)

No such reputation was ever gained by any other great shipping organization. Misfortune comes, the God of the storms cares nothing, and fortune does not always wait upon the most powerful ship that sails the sea. But this line has been most fortunate. It must have have a special grant from the Creator. It has had the glorious history over many years of taking its freight from port to port, rapidly, comfortably and safely. And, oh, that is a wonderful thing. It is a wonderful thing to know about this splendid organization, and that is not all. On these ships there are found accommodations unexcelled anywhere, and the courtly officers that command these floating palaces ought to be foreign diplomats, they ought to be ambassadors, they ought to be ministers of the state. Really, they ought to have other places and other offices in the world, because they carry every time they cross the nationals of every nation in the world. They amalgamate them, they make them friends, they give them the heart-beat and the hand-clasp of friendship and comradeship. They make a League of Nations. Every one of these ships are Leagues of Nations, and gathering

together there under these fine auspices, sailing calmly and safely, meeting as they meet, hearts meet hearts, eyes meet eyes and they learn to respect one another, these people from all over the world. Would that the whole world was a ship of the Cunard Line. Would that all the peoples of the world could sail on a ship like this, sail over and sail back. Then there would be no more discord, no more misunderstanding, no more wars, no more hatred. There would be what God designed long ago, and what the Saviour implored long ago, the brotherhood of man. (Applause.)

Yes, I see in these ships, in these great ships, and I see in their commanders, these splendid men, I see here something that God likes and that God loves; and no wonder He protects them as they sail over the sea. No wonder He protects them from the storm! No wonder He saves them from danger! No wonder He watches over the precious freight that they carry. And, oh, when the Master selected the men that surrounded Him, He selected fishermen, He selected men who went down to the sea in ships, who knew something about sailing the seas. And maybe it is a part of His divine plan that the races might be amalgamated, that they might be brought together, that they may be brought to understand each other better if they could only get out on the broad seas, away from the turmoils of the world, away from the machinations of the devil—because I think that he only lives on the land, he doesn't live on the seas. No wonder He selected men who went down to the sea in ships, and who went out to fish for the hearts and souls of men.

And so I think He watches safely over and carefully over the men who take the souls and hearts of men out to the sea, out under the great skies and under the stars, away from the woes of the world, just to let them understand one another. That is the glorious thing about it, and the happy thing about it.

We have had an International Conference here of Police Chiefs from all over the world. We have had a great understanding, because, after all, all that you have to do is to meet a man of good will, to look into his eye, and clasp his hand, and then you are brothers, brothers all. And that is the way we are, the men from all over the world, from the far reaches of the world, who we have gathered here, all of them rare men, all of them fine policemen. Why, we are just comrades, we are just brothers, we just like each other, and all that was necessary to make this understanding complete was to have the opportunity to meet one another and understand one another in the right way. (Applause.)

It is a happy ending of this glorious week, my dear Commander, that your great organization has been so pleased and so kind and so generous as to invite us down here to break bread with you on this majestic ship. And if there was any other link in the chain that was missing, it has now been supplied. God bless you, sir! God bless your company for their kind consideration, and let me add also the thanks of the Mayor of the City of New York and the great organization which I have the honor to

direct, for the courteous and magnificent hospitality that you have extended to us in helping us to entertain the Police Chiefs of the world. (Applause.)

(The audience arose.)

**PRESIDENT ENRIGHT:** Mr. Cunard, you have placed upon me a very heavy task to do something this evening with respect to this occasion, but I have a childish notion, and I hope it is not a selfish one, that everybody here feels the charm of this occasion to such a great extent, this marvelous atmosphere and marvelous ship, that we should like to see more of it. We have only been in one part of this ship. We have been gathered here in the dining room to break bread with you and your hospitable organization, and I am sure that I will serve everybody here to the utmost if I refrain from introducing or asking for any speeches upon this occasion, other than what has gone on, and let these people have an opportunity to see this marvelous ship, to go through it and walk through it, and take home to the places where they live a sweet memory of this great occasion. But, first let me thank you in capital letters, in the name of the City of New York and in the name of the great Department that I have the honor to command, for your courtesy and hospitality.

I never had the chance to see a ship like this before. You have put into this port hundreds of times since I have been a policeman in New York, and I have never had the pleasure of being on your ship before. Let us all go, let us all see it, and we will all have lots to talk about after we leave here, and we have nothing to talk about just now. (Applause.)

**MR. CUNARD:** Mr. Commissioner, before we disperse, I want to take this opportunity of thanking you very much indeed for that great tribute which you have paid to our organization. I have never heard a more wonderful and beautiful tribute paid to anybody than that which has been paid to the Cunard Line tonight by Commissioner Enright.

We are very glad to think that we play a certain part in this world and are, as we might say, ambassadors of good will. We carry people of all nations, and this gathering tonight is merely an example of what can be accomplished by the different nations of the world getting together.

Such a gathering as is here tonight would not have been possible a few years ago. Therefore, when the Commissioner referred to our line as carrying so many people back and forth, he touched a note which it is the object of our company ever to keep forward.

Now, there is only one other thing which occurs to me, and that is to invite you to go over the ship as thoroughly as you may wish and see all that there is to be seen. We recognize amongst you tonight many of our old passengers, and we hope that in the future we shall recognize amongst our passengers many of those who are here tonight.

**ADJOURNMENT**

# INTERNATIONAL POLICE CONFERENCE

## HONORARY PRESIDENTS

- JACINTO FERNANDEZ, Chief of Police, Buenos Aires, Argentina  
JOHANN SCHÖBER, Police President, Vienna, Austria  
ALFRED KEFFER, Principal Directing Police Judiciary, Brussels, Belgium  
J. HOWARD SEMPILL, Chief of Police, Hamilton, Bermuda  
CARLOS ARROVELLAS GALVAO, Assistant Police Commissioner, Rio de Janeiro, Brazil  
EMILE TRUDEL, Chief of Police, Quebec, Canada  
ERNESTO MERINO S., Secretary of Police Prefecture, Santiago, Chile  
GENERAL W. C. CHEN, Inspector-in-Chief of Police, Hangchow, China  
COLONEL ANGEL MARIA SERRANO, Subdirector, National Colombian Police, Bogota, Colombia.  
HAKON JØRGENSEN, Subdirector of Police, Copenhagen, Denmark.  
GENERAL SIR WILLIAM HORWOOD, Commissioner, Metropolitan Police District, London, England  
LOUIS LACAMBRE, Director Police Judiciare, Prefecture of Police, Paris, France.  
HERMANN EMIL KUENZER, Reichkommissar, Reichsministerium des Inneren, Berlin, Germany  
TEOFILO LIMA M., Inspector General of Police, Guatemala City, Guatemala  
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DR. IMRE NADOSY, Royal Hungarian Director General of Public Safety, Budapest, Hungary  
GENERAL EOIN O'DUFFY, Commissioner, Civic Guard, Dublin, Irish Free State  
VASA LAZAREVICH, Chief of Police, Ministry of Interior, Belgrade, Jugo-Slavia.  
COLONEL MARTIN F. BARCENAS, Inspector General, Federal District, Mexico City, Mexico  
ANTON ERIKSEN, Chief of Police, Bergen, Norway.  
LEONIDAS PRETELT, First Commanding Chief, National Police, Panama City, Panama  
ABDOLLAH BAIHRAMI, Deputy Chief of Police, Teheran, Persia  
OCTAVIO C. CASANAVE, Minister of Marine, Lima, Peru.  
STEFAN CHIELMICKI, Chief Inspector, Polish State Police, Warsaw, Poland  
A. D. SMITH, Chief Constable, Glasgow, Scotland  
GUSTAF HARLEMAN, Chief of Police, Stockholm, Sweden  
CAPTAIN DIOGENES MORALES, Police Department, Caracas, Venezuela

## PRESIDENT

RICHARD E. ENRIGHT, Police Commissioner, New York City, N. Y., U. S. A.

## VICE-PRESIDENTS

- WILLIAM COPELAN, Chief of Police, Cincinnati, Ohio  
CESAR E. ETCHEVERRY, Commissioner of Identification, Buenos Aires, Argentina  
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MICHAEL J. LONG, Chief of Police, Newark, N. J.  
MICHAEL H. CROWLEY, Chief of Police, Boston, Mass.  
RODERICK ROSS, Chief Constable, Edinburgh, Scotland  
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SHINZO UNO, Secretary, Police Bureau, Home Office, Tokyo, Japan  
PROFESSOR SALVATORE OTTOLENGHI, Director, Scientific Police School, Rome, Italy  
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SIR ROBERT PEACOCK, Chief Constable, Manchester, England

## SECRETARY

COL. DOUGLAS I. MCKAY, Special Deputy Police Commissioner, New York City, N. Y.

## TREASURER

MICHAEL J. HEALY, Chief of Police, Manchester, New Hampshire

## EXECUTIVE COMMITTEE

- PIERRE BELANGER, Superintendent of Police, Montreal, Canada  
COL. CHARLES B. BORLAND, Director of Public Safety, Norfolk, Va.  
COL. FORREST BRADEN, Chief of Police, Louisville, Ky.  
S. E. GRUBBS, Chief of Police, Augusta, Ga.  
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L. E. MCLENDEN, President, City Commission, Birmingham, Ala.  
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